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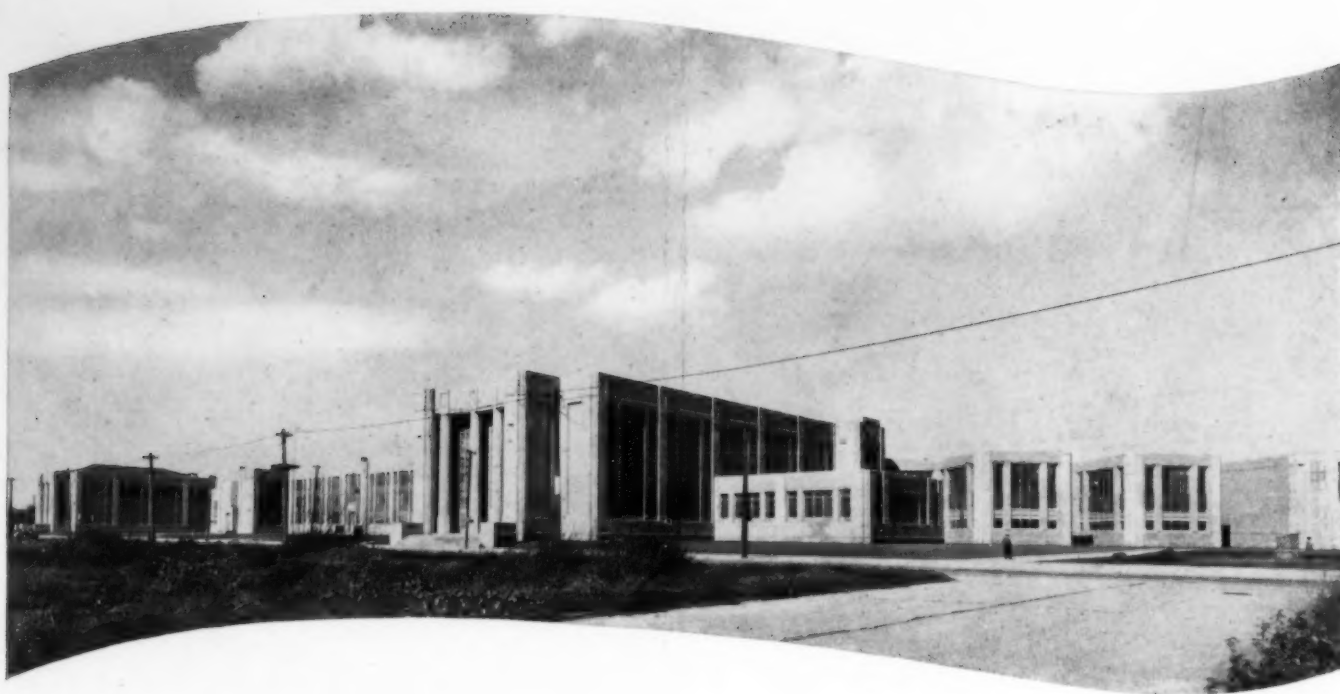
School Board Journal

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TOTAL SERVICE FOR VICTORY

At the national war conference of representatives of higher educational institutions, in Baltimore, the following preamble to a series of resolutions was adopted:

"In the present supreme national crisis we pledge to the President of the United States, Commander-in-Chief of our nation, the total strength of our colleges and universities—our faculties, our students, our administrative organizations, and our physical facilities. The institutions of higher education of the United States are organized for action, and they offer their united power for decisive military victory, and for the ultimate and even more difficult task of establishing a just and lasting peace.

"All the needs to win a total war cannot be accurately defined now. Nor can total present and future resources of trained manpower be fully appraised. New areas of need and of potential service will develop as the months pass. We pledge our unstinted effort to meet these needs as they arise."

The elementary and secondary schools of the Nation are no less serious in their determination to make every sacrifice and to render total service necessary for the winning of the war. For more than a year past, the vocational departments have rendered vast service in the training of workers for the war industries. All the elementary and secondary schools are ready to accelerate their work where this is advisable and where longer sessions and longer terms will not injure the health and the educational welfare of children. As needs develop and as opportunities arise, the schools will adjust their policies to build up citizen morale, to give physical and moral protection to children and adults against every form of war danger, to place their facilities and their staffs at the disposition of the military and civil authorities whenever emergencies demand.

Above all, the schools will maintain their standards. They will carry on to victory, and to the development of new and better levels of social, political, and spiritual life after peace has returned.

The Editor

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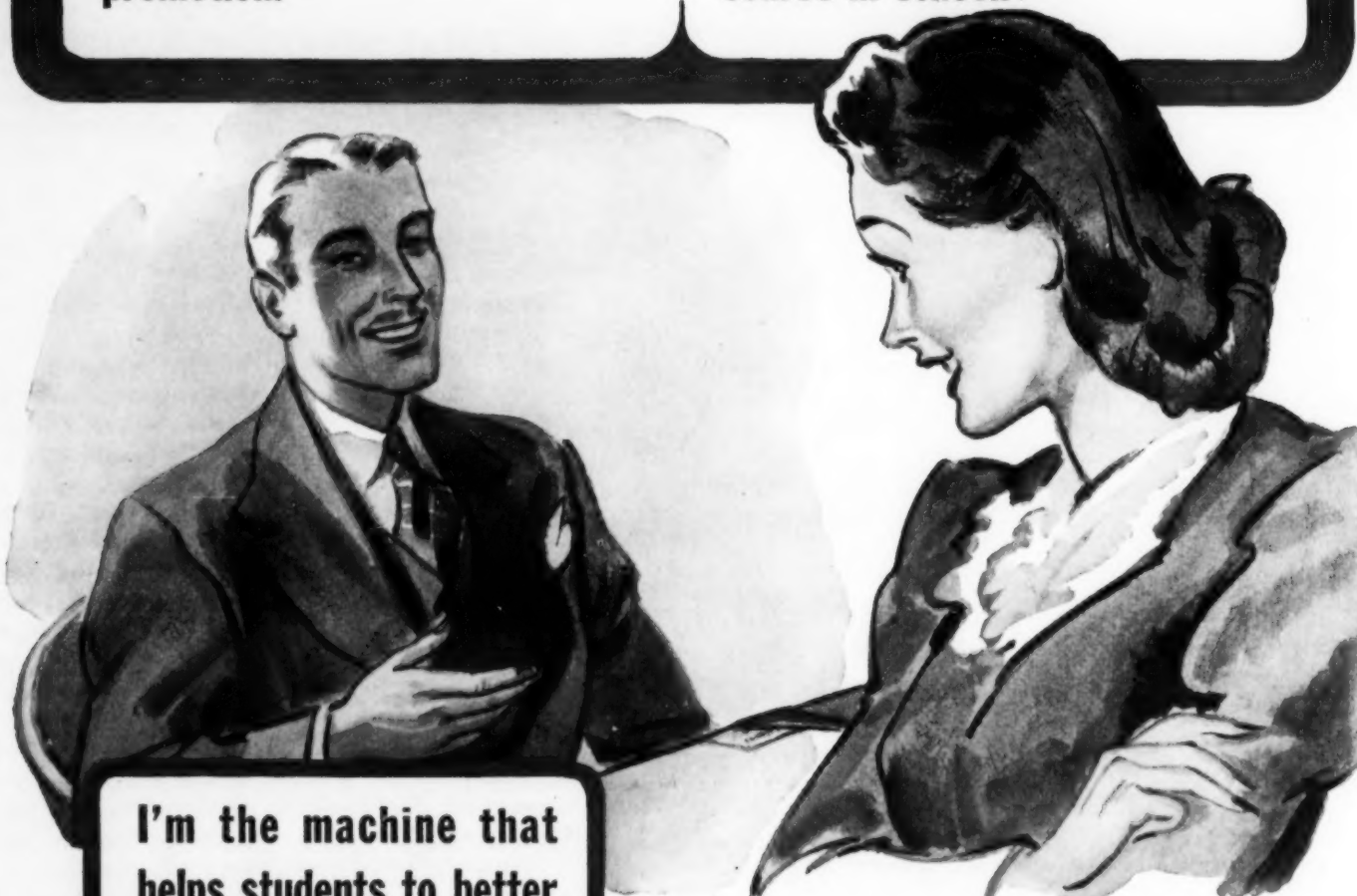
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The contents of this issue are listed in the "Education Index."

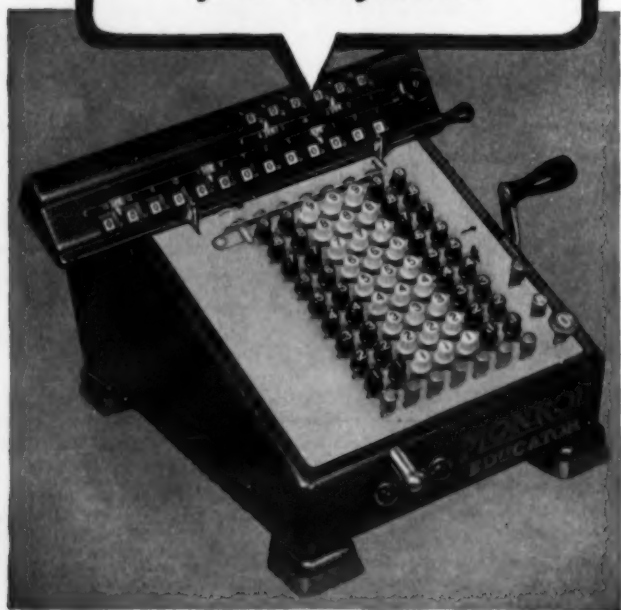
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THE AMERICAN School Board Journal

Volume 104, No. 2

FEBRUARY, 1942

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War-Time Economy and Public Education

William E. Arnold¹

Many of the immediate effects of economic conditions resulting from the war are now quite obvious to public school administrators. Already great difficulty is being experienced in obtaining needed supplies and equipment, and the rapid increase of prices of all commodities is creating serious problems.

In addition to the immediate effects of these conditions upon the public schools, what do they portend for the future and what may be some of the ultimate and more fundamental results? It is obvious that when we attempt to foresee the future we encounter many imponderables. However, it is necessary that educational administrators should keep themselves well informed and should constantly analyze and evaluate developments in order that they may be better prepared for whatever may occur. Certain trends may be observed and some of the possibilities may be easily recognized. At least we can avoid being completely unprepared for conditions which may easily develop.

That great wars have shattering effects on our business and financial order has been demonstrated time after time, and World War I is still a more or less recent demonstration. While history does not repeat in exactly the same particulars, there are recurring general causes and effects which may usually be anticipated.

It would be well to refresh our memories of the economic dislocations produced by World War I as they affected the administration of the public schools. We shall discover that many of the same conditions are again appearing in more or less identical form, while on the other hand, we may recognize in the present situation some entirely new factors.

First, it is interesting to recall the general financial experience of public education during World War I. Tak-

ing the prewar year of 1913 as a base, we find that expenditures for public education in the United States were \$522,000,000. This sum increased to \$764,000,000 in 1918 and to over one billion dollars in 1920. Thus, during a period of seven years, the total expenditures almost doubled. These imposing figures are very misleading however, unless we examine another group of figures which more truly reflect the real situation. These are figures showing the purchasing power of the dollar and show the effects of that ever present companion of wartime economy — inflation. In terms of the value of the prewar dollar, there was an actual *decrease* in expenditures for public education during the period. The billion dollars spent in 1920 actually purchased less than the half-billion dollars in 1913. Putting these figures in another way, the average ex-

penditure per child in average daily attendance, in terms of 1913 dollars, was \$38 in 1913; \$28 in 1918; and \$32 in 1920. This means that during the war years, public education suffered an actual loss of more than 15 per cent in purchasing power.

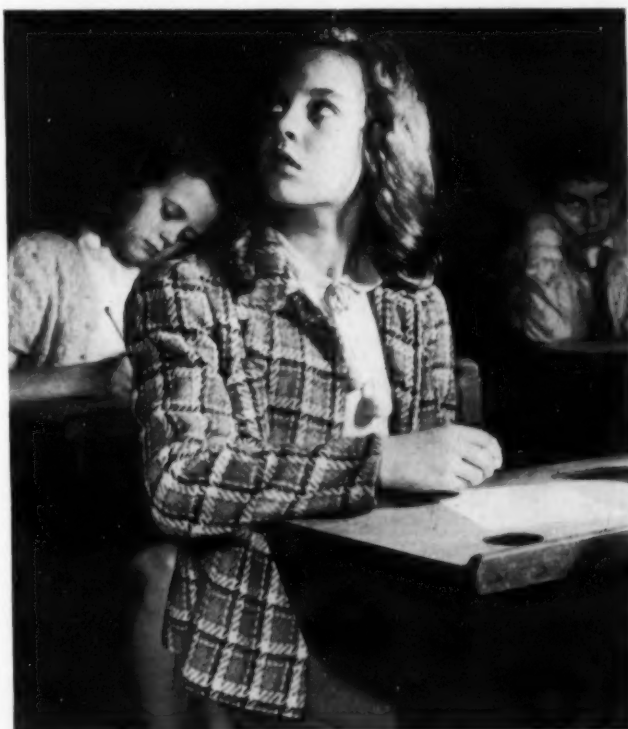
What of This War?

Will this situation be repeated during the present war? In spite of the efforts of the government to check inflationary tendencies through its borrowing and tax programs and price control of certain commodities, we are experiencing very much the same general trends as during the last war. Recent statistics show that wholesale prices from 1939 to 1941 followed an upward course that is remarkably similar to the general trend during the years of 1914 to 1916.

While, at the time this article was written (late November, 1941) general retail prices had risen only about 10 per cent since 1939, the approaching storm was more accurately forecast by the rise in wholesale prices by approximately 22 per cent. In looking ahead into the future, the wholesale price index is the more important figure due to the usual lag of retail price advances.

For the public schools, the above figures almost certainly indicate financial troubles ahead. To maintain the same school programs in 1942 that we had in 1939 very probably will require an increase of at least 25 per cent in budgets. This figure may be entirely too conservative.

School boards in preparing budgets for the coming year must: (1) find greatly increased revenues, (2) cut the school program, (3) find hitherto unused economies, or (4) shift much of the extra burden to the employees. The latter course will most probably be used to a great extent although all four alternatives may be utilized. Salaries usually lag well behind increasing costs. Thus, in spite of their own increasing cost



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The welfare of the pupil must be the ultimate purpose of all war-time school policy.

¹Associate Professor of Education, University of Pennsylvania.

of living, teachers and other school employees are obliged to carry much of the burden of the school budget. Salaries in many school districts represent as much as 70 per cent of the total current budget. By freezing salary scales at 1939 levels, such districts thus confine the effects of price increases to less than one third of their budgets. The unfairness of such procedures to teachers is obvious, but in the early stages of an inflationary period this is generally resorted to. For example, from 1913 to 1917 the average salary of all teachers in the United States increased less than 12 per cent while the cost of living index went up 42 per cent. It was not until 1921 that the average salary caught up with the cost of living as compared with the year 1913.

The shifting of the financial burden to the teachers does not usually represent the desires of school boards but is a result of their inability to secure additional revenues quickly enough to keep pace with price increases.

Unbalanced school budgets are usually prohibited by law and borrowing as a means of budget balancing is only postponing the solution and accumulates difficulties in the future. Yet, until additional revenues can be secured, many school boards are forced to borrow. This is particularly true where the budget failed to anticipate rising costs.

Money and Commodities Harder to Obtain

The situation regarding loans in all probability will be greatly changed. Public schools have recently been enjoying the lowest interest rates on long- and short-term loans that they have ever known. School bonds are still averaging less than 2.5 per cent and short-term loans can usually be secured for even less. These low interest rates are not likely to be available much longer. Heavy government borrowing and increased industrial demands for capital are beginning to reduce the idle funds of banks. Any school district contemplating any new bond issue or refunding operation would do well not to delay the matter.

Another experience of the last war that seems certain to be repeated is the almost complete cessation of new building construction. Due to increases in construction costs, scarcity of materials, and difficulties of financing, there will be fewer new school buildings. These same factors will also result in many difficulties in plant maintenance.

The purchase of supplies and equipment is even now difficult and will probably become more so. While schools may get priority on some materials, manufacturers are in many cases unable to fill orders. Laboratory equipment and supplies, paper, school buses, office equipment, paint, and many other items too numerous to mention perhaps in somewhat lesser degree. Such are becoming more difficult to obtain.

There is another important "commodity" which may again be seriously affected by the present wartime economy — teachers. Service in the armed forces and defense industries will undoubtedly take many of the men teachers. Unless teachers' salaries are adjusted upward, we can again expect to find heavy raids being made upon the teaching and administrative staffs by other occupations. The competition of higher wages in other occupations, plus military service, took one third of the public school teachers during the last war. It is interesting to go back to the educational journals of that period and find so much discussion regarding the shortage of teachers. It became quite serious and a real threat to the continued efficiency of the schools. We may soon experience a similar situation though a situation eventually tends to force increases in teachers' salaries.

It is important in considering school finance to remember that the chief source of public school revenues is the property tax. This being the case, the schools will not be directly affected by the mounting defense taxes which will undoubtedly be taxes of other types. This is not to say that property taxes will not eventually be indirectly affected, but for the time being, local property taxes for school properties are not likely to suffer. Tax collections probably will be better and the delinquent tax problem will be greatly reduced. Assessed values of property will lag behind market values and it will be some time before rising prices will begin to inflate assessed values.

Thus, school boards cannot expect much increase for the present in district valuations upon which to levy the school tax. In order to secure the necessary additional revenues, local school boards should not depend too much on an increased yield from local tax resources. While tax collections will probably be better, the only other means will be to raise the rate of levy. This latter course in many districts will be difficult in view of the fact that property taxes are already high. Also, in those states having property tax limitation laws, it will be impossible, in the majority of cases, to increase the school tax levy.

Ask the State to Help

How then can school boards secure the increased funds necessary to meet advancing costs? Aside from the possibilities mentioned above, the only source at present seems to be the state. On the surface, to some people, this would seem to be only another example of the old game of shifting the burden to the state. However, this is not necessarily the case for there are several very sound reasons why the state, rather than the local school district, should assume the responsibility of providing for the inflated costs of public education in these times. We have referred above to the limitations upon the tax resources of local school districts. The general property tax is never a perfect measure of ability

to pay and in a time such as the present it becomes even less so. The so-called economic boom of wartime manifests itself preponderantly in the flow of wealth into channels not easily tapped by the general property tax. These sources of increased ability to pay taxes during periods of inflation can be reached, not by local tax units, but only by the state or federal governments.

It therefore seems only reasonable for the state, which has greater and more flexible means of taxing wealth where it is accumulating, to use its tax-collecting ability to provide for the increased costs of education at times such as the present. It is fortunate that efforts which have been made in recent years to assure a greater assumption of responsibility on the part of the states for the financing of education, have resulted in a more general recognition of this responsibility. It therefore should be less difficult today than it was 25 years ago to get this help from the states. It is significant that the percentage of public school revenue from state sources increased from 16.5 per cent in 1920 to 29.5 per cent in 1938.

It might truthfully be said that the above offers little help to school boards in the solution of the immediate financial problems now facing them. It will take time to get increased state appropriations and until that is done, prices are rapidly outgaining revenues so that school budgets for the present year and for next year present real problems. Many school boards will therefore be forced to seek as many economies as possible; many teachers will be forced to face the higher living costs with prewar salaries; and in those school districts where it is possible to do so, local property taxes may have to be increased. This is not an optimistic picture, but in the opinion of the writer the facts are unavoidable and we might as well face them. Education came through the last war years and will certainly do so again. However, it is necessary that the situation confronting the schools be faced frankly and that those responsible for the financial future of the schools begin now to plan to meet those changed conditions which are obviously before them.

NEW YORK BOARD WILL CELEBRATE 100TH ANNIVERSARY

The board of education of New York City will observe from April 13 to 20 the 100th anniversary celebration of the establishment of the board. As part of the celebration a number of the city's oldest schools will be asked for one day in the week, to conduct their classes as if they were schools of 1842.

Committees of educators have begun a search of school records to help reconstruct the educational scene as it was a hundred years ago, to bring home the educational opportunities that exist today and did not exist in 1842. Public and private agencies are cooperating in exhibitions and observances to be held throughout the city during the anniversary week, which will close with a dinner on April 20.

Public schools in the city are making plans for holding exhibitions and exercises.

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Essentials of a Basic Program for Improving Reading in Grades Seven and Eight

Dr. William H. Johnson*

1. A Survey of the Reading Problem

The teaching of reading skills no longer can be regarded as the exclusive responsibility of the lower grades. This conclusion has been reached by both administrators and teachers in many school systems. Results of experiments at upper grade and high school levels have shown the value of continued instruction in reading.¹ Although, in recent years, there have been some concerted attempts to make provision for the reading needs of pupils beyond the sixth grade, for the most part school people have not realized sufficiently the great need for definite training in reading skills.

Recent studies in the field reveal through surveys and tests and acuteness of the reading problem and recommend that definite instruction in reading be given at all levels up to and including the junior college. Particular emphasis is laid on the necessity for providing practice in reading skills beginning with the seventh grade. That the response to these investigations has by no means resulted in an adequate treatment of reading difficulties may be due somewhat to the lack of acceptance by many teachers of the newer philosophy of reading.

All aspects of the reading process reflect a developmental growth. The old idea that once a child had learned to read, he could read anything, has proved to be false. Even the term "reading readiness" is fast losing its initial meaning as readiness to read beyond the primary stage takes on the nature of preparation or guidance for each different kind of material encountered by the child. Therefore, since the reading abilities of a child can be developed and improved within the limits of his mental powers, the sixth grade should not be considered a terminal point in reading maturity. Because it is not the end of the road in reading growth, it should not be the end of the road in reading instruction.

Changing Concept of Reading

In the history of American schools the concept of reading and the method of instruction have undergone several significant changes. When the three R's constituted the entire curriculum reading was taught per se as a subject. It was assumed, then, that mere recognition of words and ability to reproduce them regardless of meaning in a "rote" recitation were synonymous with mastery of reading skills.

Children were actually taught to "learn to read."

A veritable revolution occurred when educators realized the fallacy of this mechanical method. Reading for meaning was stressed more than word calling, and comprehension of facts became the main objective as children were taught to "read to learn." At the present time, however, we know that emphasis on meaning alone has not solved reading problems. It is more in keeping with the modern philosophy of reading to extend or amplify this expression to convey the idea that one "learns to read *something* for some definite *purpose*." Purpose, therefore, is of great significance in the reading process.

Partly because of the introduction of the important element of purpose into reading situations, the functions of reading have been broadened and enlarged so as to identify them with living and experiencing. If the ultimate goal of reading instruction is that pupils will make intelligent and independent use of reading both in school and out, it follows that skills formerly learned haphazardly or not at all be included as an integral part of the reading program. These skills, such as using an index or consulting the card catalog for references on a given topic, certainly belong in a purposeful reading activity.² In developing reading abilities for use, then, one cannot lose sight of the fact that it is sometimes more important to know where to find what you want when you need it than it is to retain everything you read in the expectation of future use. This recent emphasis on reading as a means to an end rather than an end in itself requires that we place the whole problem of reading instruction on the table for examination.

Faults of Elementary Reading Instruction

The chief criticism of the instruction in the elementary school is that it has not adequately met the reading needs of entering high school pupils. Thousands of pupils are being admitted every year to high schools where their chances for success are seriously impaired because they have not had sufficient guidance in study situations in their content subjects in the elementary school. Reading as a tool fails to help these pupils meet the demands of the many new and difficult subjects in high school. Training in specific study techniques and in the application of these techniques to various types of reading is essential for school

progress since the ability to read content merely for general significance is not enough to make independent readers and students.

Surprisingly enough, it is not only retarded readers who cannot adjust themselves to upper grade requirements. There is evidence³ to show that pupils reading up to grade when they enter junior high school experience difficulty with their content subjects. Nothing could be more impressive than these findings to indicate the nature of the reading needs of pupils above the sixth grade.

When we know that over half of the pupils who leave the elementary school can be expected to be seriously handicapped in reading skills,⁴ it is time that we try to analyze the specific reading difficulties of these pupils and provide the kind of instruction which will remove their disabilities. Strang⁵ reports the following most common reading problems of high school students: They (1) read slowly; (2) have poor comprehension; (3) have deficient vocabulary; (4) are poor in oral reading; (5) read newspapers slowly; (6) do not take useful notes; (7) employ one method of reading indiscriminately for every purpose and every kind of reading; (8) fail to use rate appropriate to purpose; and (9) have a limited background of experience.

Reasons for Widespread Reading Difficulties

Before a really effective answer can be made to this challenge and an adequate reading program set up, it may be profitable to inquire further why reading difficulties are so prevalent among school children as they continue their education. Is it fair to blame the elementary teacher of reading entirely? If not, what are the other causes underlying the present situation?

In the first place, it is a fairly common practice in the upper grades to departmentalize the curriculum with the result that work-type reading materials are largely passed on to the teachers of the special content subjects, such as social studies, science, and arithmetic, leaving the English teacher a program of literature and language activities. In many cases, therefore, if there is any definite instruction in the development of reading techniques, it is done in the various subject fields. Con-

*Harry Bard and C. L. McHale, "Collateral Reading Skills in Junior High History," *Social Studies*, April, 1941.

⁴Center and Persons, *op. cit.*, p. 13.

⁵Strang, Ruth M., *Problems in the Improvement of Reading in High School and College* (Lancaster: Science Press, 1940), pp. 13-14.

¹Superintendent, Chicago Public Schools.

²Center and Persons, *Teaching High School Students to Read* (New York: Appleton-Century, 1937), English Monograph No. 6, National Council of Teachers of English.

³Lou La Brant, *The Program in Action: The Development of a Modern Program in English*, 9th Yearbook, Department of Supervisors and Directors of Instruction, N. E. A., 1936.

sequently, the teachers of all content subjects must share the responsibility for their pupils' lack of effective study habits.

Large classes have gone hand in hand with departmentalization, and in fact have made this type of organization necessary. The extension of compulsory attendance laws, the recent depression, and the decline of child labor have brought about a changed population in the schools as well as a different kind of organization. As a result, the reading problem in the upper grades and in the high school has become more serious for, with the great increase in the school population, the number of poor readers has steadily mounted. Durrell⁶ calls attention to the fact that in 1902, only 10 per cent of the children entering the first grade survived to enter high school. Now, the secondary school enrolls about 70 per cent of all children who have come through the grades.

Since there is no longer present the factor of selectivity, pupils in the upper grades and in high school cannot be considered, educationally, the "cream of the crop"; large classes have sometimes prevented adequate attention to individual reading difficulties; and, finally, departmentalization has resulted in the diffusion of responsibility for the refinement of children's reading skills to the point where "what's everybody's business is nobody's business."

Reading Taught for Literature Only?

Secondly, with the greater part of the English period in the seventh and eighth grades being given over to composition and literature, there has been very little reason to expect that much could be accomplished in the improvement of work reading skills. On one hand, it was incorrect to suppose that the teaching of literature alone in the upper grades was an effective substitute for definite instruction in reading skills; on the other hand, it was equally incorrect to believe that proper study habits could be taught by the use of literary materials.

The objectives of reading literature differ entirely from the objectives set up by teacher and pupil in the reading of work-type materials. If the distinctions between them were clearly drawn, teachers would not be so likely to associate reading only with literary materials, and they would be in a position to treat more satisfactorily the many specific reading skills required by their pupils in various types of reading.

The teacher of literature should not use materials of literary quality or of primarily recreational attraction to teach specific study skills. Like oil and water, they do not mix. Recent studies, furthermore, have shown that one type of material is not sufficient to make skillful readers of pupils just as in a diet, the constant use of one food does not provide the elements neces-

sary for a healthy body. In addition, the insistence on employing literary material for study purposes only tends to create a distaste for that kind of reading. A child's experience with literature should not be dulled by too much teaching, but this does not mean that his other reading needs should be neglected. As an individual he is entitled to receive constant and effective guidance in his search for information and in the solution to his intellectual problems. It is this latter type of guidance which the schools have failed to give.

Guidance is lacking where work-type reading is regarded as busywork. It is no wonder that, when this attitude is taken, the child in the upper elementary grades thinks of reading only as "fun" reading of the storybook variety. There does not even exist in his mind a conflict between study and reading for the term "reading" does not seem to apply to any situation encountered in the schoolroom. He has separated so completely the processes involved in reading and studying that he sees little relationship between the two. The customary and oft-repeated admonition to "study your lesson" usually has resulted in the child's picking up a pencil and copying the lesson from textbooks and work-type readers, looking at the questions first and then finding the answers. With this close association of the act of writing with the process of studying, children often come to consider reading a foreign element in a study situation, which indeed it is under the circumstances, for note taking even of the best kind cannot possibly be called reading.⁷ Nothing slows up the reading act more and is more wasteful of time than this practice of writing as one reads material for the first time. Furthermore, writing complicates the process of extracting meaning and is as bad as reading aloud or otherwise attending to different properties

of the written symbols. An example of the extent to which a reader may miss the meaning of a printed page frequently occurs in proofreading where the attention is directed to the forms of words rather than to their meanings.

Reading for Study Purposes

Educators are recognizing the necessity, therefore, for breaking down the artificial lines separating reading and study. It stands to reason that we cannot make any sharp-cut distinction between them because when we do, we permit a much too narrow concept of reading. We must not give students the idea that they do not need to read in order to study, nor must we let them think that reading has no study elements in it. Reading is an extremely broad activity and rates and attitudes of reading should be adjusted consciously according to the purpose for which the reading is done. The methods of the study rate of reading vary just as methods of skimming vary when used for different purposes. For example, a pupil will read and act differently toward a graph in his geography book than he will toward an experiment in science or a problem in arithmetic. His method of study in each case is determined by the purpose he has in mind at the time and by the type of material read.

It can be seen that there are a number of reasons for the widespread reading deficiencies in the schools although the ones discussed here are by no means exhaustive. The seriousness and extent of the problem challenge the best efforts of educators to establish a reading program in the upper grades which will be adapted to the needs, interests, and abilities of pupils at those levels.

In the next part of this three-part article, to be printed in the *Journal* for April, 1942, Dr. Johnson will take up the objectives of a basic reading program in the upper grades. — Editor.

The Liability of School Boards for Negligence

A pertinent comment on the present attitude of the school laws and of the courts on the responsibility of school districts for accidents and injuries to pupils is well expressed by Henry Lester Smith and R. Foster Scott, of Indiana University. In a recent bulletin they say

A perplexing series of questions arises from the consequences of the fact that the sovereign creates and imposes duties upon subordinate entities to perform certain functions; and the same sovereign then imposes the duty on the individual citizen to attend or accept the performance of the governmental functions. Then, when an individual suffers an injury through an accident or the negligent conduct of one charged with performing the duty, the loss is sustained by one person and not spread as are the other burdens and benefits of governmental enterprises. Under such conditions a moral, if not a legal obligation, is imposed upon the governmental

authorities to exercise the utmost care in providing facilities which make school buildings as safe, sanitary, and wholesome as possible. The school officer and especially the employee on whom as individuals may be placed the full liability for an act of omission or commission, have the responsibility of exercising extreme caution in performing duties assigned in order to protect themselves when the jury of laymen is called upon to consider whether the employee's conduct was negligent under the circumstances and was also the approximate cause of the accident. These obligations and responsibilities should not become less important as society through experience develops workmen's compensation laws, extends governmental liability, or provides liability insurance. At best these devices merely spread and share the economic loss in dollars and cents as an effort to compensate for the injury, and very often such compensation is a poor substitute for the actual loss suffered by the individual and society.

⁶Durrell, D., *Improvement of Basic Reading Abilities* (New York: World Book, 1940), p. 2.

⁷Pitkin, Walter B., *The Art of Rapid Reading* (New York: McGraw-Hill, 1929), p. 16.

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New Britain Schools Come to You

A School Radio Program as a Part of a Public Relations Program

Carlyle C. Ring¹
Dorothy L. Shapleigh²

In these days of competition for the attention of the public, schools can no longer be satisfied to wait for the public to come to them. If that public is to understand all that we hope it does about our plans for educating America's youth, we must take the schools to them. As an important part of a public relations policy which attempts in many different ways to do this, the New Britain (Conn.) board of education and the professional staff have for two and one half years sponsored a radio program entitled, "New Britain Schools Come to You."

This program has been made possible by the generous policy of public service which the local radio station, WNBC, has evidenced. In the early days of these programs, WNBC realized that its interests in serving the local community were in accord with the desire of the schools to bring educational activities to the attention of the public.

At first it was hoped to bring actual classroom activities into the studio, but this was not wholly practical. Because the experience was new, teachers felt that any hesitation or error on the part of a pupil was a direct reflection upon their instruction. It was contended that the best was far from perfection, and we should strive to present only the best product we could submit. Furthermore, the studio atmosphere was sufficiently different from the classroom to warrant an entirely new set of reactions by the pupils. Consequently, the result was somewhat artificial.

As the programs progressed, dialogue became a little more spontaneous; teachers were willing to accept a natural conversational tone in the script instead of the traditional exchange of formal question and answer. An experiment during the first year was a series of programs written around two hypothetical families, each having children on various grade levels. The series focused chiefly upon the guidance, household-arts and shop programs, the report card, the extracurricular activities, and the art and music departments. The cast succeeded in giving the public a considerable amount of information, but because the number of characters was limited, the opportunity of radio experience and of school representation was also limited.

Every week, vacation or no, there was a program—a live program which necessitated the presence of the director, teachers, and pupils. The difficulty of securing a complete program during a Christmas



"Far Into the Evening"

The announcer prepares to sign off the public broadcast, but the discussion is continued until the subject has been exhausted.

vacation is not to be minimized. Then, too, limitations of time precluded the testing of potential voices over the microphone in advance of the final rehearsal. Everyone was surprised at some of the voices that went over very well and at some, normally pleasing, that went over the airways harsh, raucous, and anything but their natural selves. It is still not possible in our setup to accept, test, and catalogue all candidates desirous of participating, and if it were it would defeat part of the purpose of the program.

A Teacher Manages the Broadcasts

New Britain's public relations policy and radio programs have not called for the expenditure of large sums of money. It has been the policy to use the talent already present in our schools in promoting the entire program. An English teacher in one of our junior high schools with journalistic interests and experience was released from about half of her classroom assignments to organize and co-ordinate the program. In writing the scripts, selecting the casts, rehearsing them, making technical arrangements with the studio, she necessarily gave much more of her time and talent than she would have in the classroom alone, but her classroom contacts

still kept her in touch with the everyday feel of things and protected the program from criticism of extravagance.

Getting public reaction was very difficult at first and is still a problem for consideration. However, it is possible to get oral comments, often unexpectedly and sometimes disconcertingly. Comparisons are said to be odious, and the comparison between some of the splendid professional programs and our efforts which are so limited is at least that. But no professional radio program would be allowed on the air with as little preparation as we are able to make toward it. A minimum of four hours of rehearsal, a minimum of thirty for preparing the script, a minimum of two hours for technical arrangements—leaves the teacher-director with a problem in how to live without sleep.

Nevertheless, the second year we set foot gingerly into the field of the panel discussion. From the experiment, we learned three things: Be very sure of the ability and temperament of your speakers; insist that the chairman be familiar with the subject and able to keep the thing moving; don't try to run a school radio program on the night of a presidential election. A discussion of the vocational program for youth doesn't stand a chance against the

¹Superintendent of Schools, New Britain, Conn.

²Radio Director, New Britain Public Schools.



"A Junior High School Rehearsal for a Transcription"
The trepidation of the girl on the left will leave her when she actually starts reading. The reader at the right has already discovered that the mike will not bite her.

returns from Pennsylvania, Connecticut, California, or elsewhere.

Spontaneity is the most elusive of all qualities. Imagine our embarrassment at advertising what we had every reason to believe was a program "unstudied, unrehearsed," and having one young lady, called upon to speak her mind, reply, "The topic assigned to me was —." But — *anything* can happen on a school radio program, and it usually does. One night the technician failed to appear and the announcer and director worked all the contraptions, carrying on by a system of hysterical signals. Another night the announcer failed to appear to conduct a quiz program. Ever since then, the director has had a profound respect for Clifton Fadiman and other masters of ceremony.

The Best-Liked Programs

Undoubtedly, from report, the best-liked type of program is the school newscast, wherein each of five or six schools presents a brief notice of the high lights of its activities. The schools are consulted as to their activities, a balance of news items is arranged and written up; sometimes the write-up is in dialogue form, occasionally just a brief announcement, sometimes a short excerpt from a dramatization or special project. The reason for the popularity of this type of program is twofold: First, it affords a brief but wide coverage of various interests; second, it necessitates representation from several areas in the city. (Care is always taken that all four sections of the city are included in each newscast.)

This year we have so far progressed that we shall experiment with presenting an actual classroom experience, without script or notes. One class has been studying the Latin American countries; they started last spring as fifth graders and are continuing the same topic in the sixth grade. They are by now accustomed to informal classroom discussion of the various areas, the products, cities, and general interests of our neighbors to the South. Such a dis-

cussion will be put on the air. To give it reality to the young performers, maps and charts such as they use in their classrooms will be put up in the studio. As the program opens, their discussion will be under way — just as it might if a group of parents dropped into the classroom unexpectedly. It will be an experiment; some will "freeze" without much doubt; some won't be shut off quickly enough; some will respond too slowly. For that reason we're using a rather large group with four microphones to pick it up.

In October of 1941 the series started with a review of last year's work and a preview for the coming year. In November there was Book Week and American Education Week; in December an excellent program of Christmas music was rendered; January brings a newscast and mathematics quiz; in February a Literary Quiz on the secondary level; in March a review of the Columbia Scholastic Press convention; in April the interjunior high school council and a Current Events quiz are scheduled; and in May, Music Week and a summary of the year's programs completes the schedule.

Happily, this year we are transcribing all programs several days in advance of their actual broadcast. This means that, although we go on the air each Sunday afternoon at one o'clock, none of the school staff has to be present. It means, however, that many times the transcription has to be made after school at four o'clock, an hour when pupils are tired, and technical difficulties often arise.

The radio arrangement with WNBC has now provided the longest continuous school radio program in Connecticut. It has served not only as a medium for public relations but as an excellent experience for both teachers and pupils in a new technique of



"Warming Up"
Civic Forum members of the Senior High School find the discussion of the defense program an interesting experience.

expression in which the whole public is keenly interested. During these past two and one half years all types of programs — music, dramatics, news, quiz, round-table discussion — have been attempted with varying degrees of success. Each school is represented at least twice on the schedule each year and as large a number of different pupils is brought in as possible.

Some Helpful Lessons Learned

New Britain's experience with the radio as a public relations medium has been both interesting, educative, and at times nerve racking. We have, however, come to feel that it has a real place in the school program. Among the reasons are because: (1) it provides a direct contact between the school and the public, (2) it provides an educational experience for the boys and girls, (3) it helps to make the schools, the

teachers, and the pupils aware of the outside world, the public and its interests.

Our experience has suggested the avoidance of the following pitfalls, if a similar program without a larger expenditure of money is to be attempted:

1. Do not try to rival the professional broadcasts, as for the most part school broadcasts should be educational and informative and only incidentally dramatic and entertaining.

2. Avoid artificiality and stiffness by building naturalness.

3. Be prepared for long periods without public reaction to the school broadcasts, and plateaus of discouragement.

4. Do not attempt broadcasting without at least one enthusiast to carry on the program and an enthusiastic radio station.

The story of "New Britain Schools Come to You" has been told in this informal

way in the hope that our experiences both good and bad may be helpful to other school systems which may be thinking of venturing on to the radio waves. Perhaps others may be able to avoid our mistakes and reach success faster. Today our program has the following features:

1. Large variety of types of programs.

2. All programs are recorded about a week in advance to allow for correction of errors and provide additional educational experience in that performers may listen to themselves when the broadcast occurs.

3. A council of teachers — one picked from each school by the principal — is to have a close part in developing and putting on our radio programs.

Despite all our faults, our shortcomings, and our unreached ambitions, "New Britain Schools Come to You" every Sunday afternoon.

How San Francisco Administers Its Schools

A Revealing Statement for A.A.S.A. Members

On paper the organization of the San Francisco public schools seems ideal. The system of a board of education composed of seven persons, whose terms expire in different years, was the result of years of campaigning by enlightened educators who knew the evils of the old system — an elected board of 12 commissioners whose terms all ended every two years.



Philip Lee Bush
President, Board of Education,
San Francisco, Calif.

Similarly, has San Francisco, like other large American cities, long since written into law that the superintendent of public schools must be appointed by the board of education, not elected by the people as heretofore.

The superintendent of schools is the executive officer for the board of education. He is appointed to serve at the pleasure of the board according to the municipal charter of San Francisco, but the State School Code provides that once named, the superintendent of schools serves for four years. The San Francisco County Grand Jury recently recommended that the San Francisco board of education adopt the superior provision of the State School Code and appoint a superintendent of schools for a definite period of four years.

The powers of the superintendent of schools are derived from two sources — the charter of the city and county of San Francisco in which the school district lies and those conferred by state law on him as a county superintendent of schools, both positions being represented in one person in San Francisco because the boundaries of the school district, city, and county are coterminous.

The seven commissioners of education are nominated by the mayor of San Francisco and confirmed or rejected on a "yes" and "no" basis at the next succeeding election. No citizen ever nominated by the mayor of San Francisco has been rejected by the people, although there have been as high as 42,889 votes recorded against incumbents by the citizenry. This total is not as high as it first appears when one considers that there are 25,000 chronic "no" votes to any proposition put on the ballot in San Francisco.

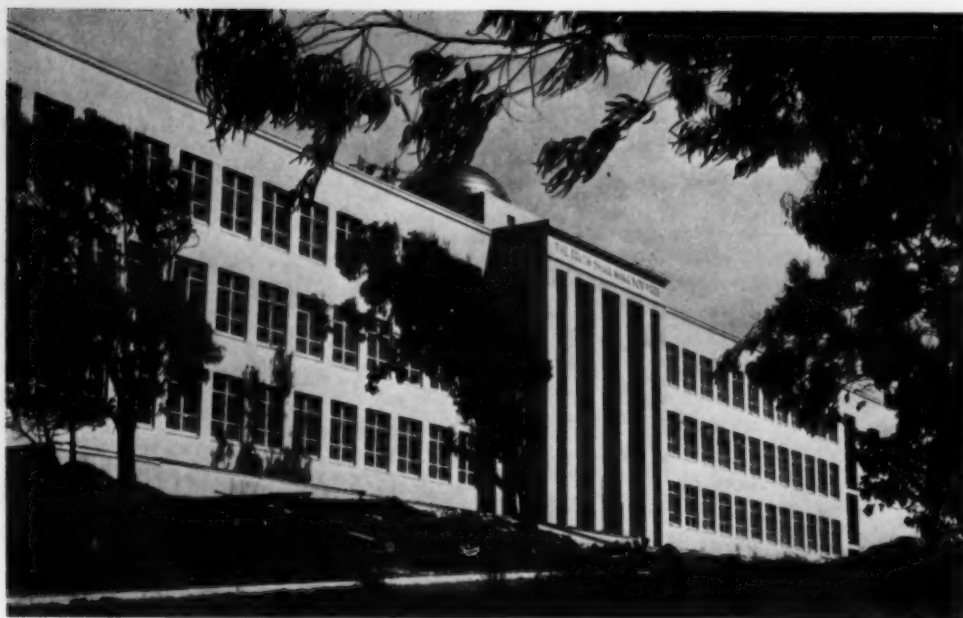
Under the present system of an appointive board and superintendent which has been in effect for 20 years, as result of an amendment to the city charter, three superintendents of schools have served. The first, Dr. Joseph Marr Gwinn, na-

tionally known educator, remained in San Francisco for approximately 10 years; Dr. Edwin A. Lee, now dean of education at the University of California, Los Angeles, served for three years; and the present incumbent Joseph P. Nourse, who represents a promotion within the ranks of the school system has served for five years, since 1936.



Joseph P. Nourse
Superintendent of Schools,
San Francisco, Calif.

All superintendents including the incumbent will testify to the fact that the job is not an easy one, and although it may be less difficult than similar positions in other cities, it is far from a position of professional ease.



The San Francisco Junior College.

Articles of this character fail in their purpose if they ignore the frank discussion which is current in San Francisco over a problem which has troubled two superintendents — that of dual control of the fiscal and educational setup in the schools. Recently Dr. Nourse placed before the board of education a resolution calling on that body to place under his jurisdiction the office and fiscal arrangements of the San Francisco public schools which are now under the direct control of the finance committee of the board of education, which shall, according to Section 27 of the board rules "give attention to the following":

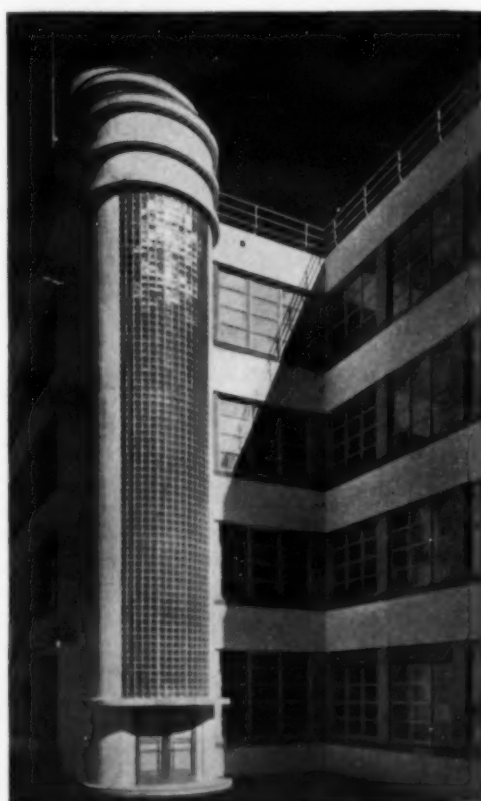
Preparation of the annual budget.
Expenditures in relation to budget.
Recommendations entailing expenditures in excess of budget appropriation for particular items.
Revision of budget allotments.
General offices of the board of education including accounting development of salary schedules.
Proposals for bonds or other means of financing school buildings or activities.

In furtherance of these regulations, the board of education vests authority in the secretary of the board under Section 35 of its rules, section eight: "To have general supervision over the financial and accounting work and over all stenographic and clerical employees of the general offices of the board of education, including school clerks. To have charge of the office building of the board of education."

It should be understood that Superintendent Nourse is not the first to object to this dual arrangement of control. Nor has this difference resulted in any rift between the superintendent and his board of education. On the contrary, the relationship is most amicable, and the board is receiving this newest suggestion of the superintendent with an open mind, although there are indications that no hasty action will be taken. In the interim the present rules prevail.

Dr. Lee, who served as superintendent for three years, objected both at the beginning and end of his term to the dual control, which is once again the subject of community discussion. Dr. Lee's views on the subject are a matter of public record. They are contained in his final report, a printed document issued in 1936, as he was retiring from the superintendency. Dr. Lee quoted in the report, his first letter to the board of education, three years before he accepted the superintendency.

Basic to such an arrangement, of course, must



Stair tower and fire escape, Samuel Gompers Trade School, San Francisco, Calif.

be a clear-cut comprehensive centering of administrative authority in the superintendent. Inherent in the whole proposition is the fundamentally sound idea — there can be but one executive head to any organization. This implies that all matters, simple or complex, as they concern relations between the board as a body or as individuals, should clear in both directions through the superintendent. This principle is so simple that no argument is necessary.

Quoting now from Dr. Lee's report as he was leaving the superintendency:

I wish it to be noted as my opinion that as long as the business affairs of the San Francisco public schools are administered separately from the office of the superintendent, there will always be, even under the most favorable circumstances, a division of responsibility which breeds the suspicion of which I have spoken.

Philip Lee Bush, president of the board of education, who is also chairman of the finance committee, and himself an authority on fiscal matters is outspoken in his opposition to changing the present setup which he aided in planning when he first became a member of the board of education in 1932. At that time, there was criticism over accounting methods and the present setup was devised as an answer to that criticism. In that respect it is perfect. But whether it has gone rather far in taking from the superintendency authority which should reside there has been answered by two superintendents of schools, the incumbent, Dr. Nourse, and his predecessor, Dr. Lee. Both agree that it robs the superintendency of much authority which should properly reside in that office.

Upon one point all observers agree. Some change will be made, having in mind the fine balance which must exist between the fiscal and educational controls in any far-flung school system handling fourteen million dollars annually.

The difference is over fiscal matters alone in San Francisco. The appointment and promotion of teachers resides exclusively in the superintendent of schools, subject to approval by the board. This approval has always been so unanimous that nomination for any position by the superintendent is tantamount to election by the board of education. Teachers are first selected from eligibility lists compiled from written examinations for elementary, junior, and senior high school teachers conducted every three years. In that respect, the San Francisco public schools have made great forward strides in recent years.

The San Francisco plan of organization in its broadest sense is modern in every respect. It provides for an appointed superintendent who appoints all his certificated assistants, including deputies, principals, directors, and supervisors. This group is responsible to the superintendent in educational and fiscal matters also. Noncertificated civil service employees are drawn from county civil service lists made for all departments of the city government by a civil service commission. The school district also employs the central purchasing facilities of the county government, as well as the office of the city architect, and

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Population Decline

—Its Effect on Education

Kermit Eby*

On September 21 of this year, Dr. Johnson, the superintendent of schools, announced an exceptional drop in the Chicago school population of 16,696. This was more than twice as high as the estimate of 6087 announced before the schools opened on September 2. Three thousand five hundred and thirty-nine of the 16,696 were boys and girls of high school age who left school because of the good jobs available in national defense. Up to the present, the administration has not explained why the elementary enrollment was 3215 less than estimated. Several reasons are hinted at—among them are the trend to the suburbs and the declining birth rate. It also may be because better economic conditions make it possible for parents to send their children to private schools.

Chicago is not the only city whose school enrollment is declining markedly. In New York, Superintendent Campbell announced only a few months ago that due to the declining enrollment in the New York schools there would be no assignments, with the exception of vocational teachers in the New York schools for the next few years and there might even be such a sharp decline in enrollment that teachers would lose their positions. For the first time in 15 years the enrollment in the New York City schools is expected to go below the million mark. The elementary schools dropped over 26,000 last year, 1940-41. Every division has shrunk in size save vocational education, while elementary schools have shown a loss for over a decade. Until recently this was overcome by increased enrollments in junior and senior high schools. For all divisions, the loss over the past three years has totaled over 100,000 students.¹

As a result of this decline of the school population in New York, it has been necessary temporarily to drop 1200 long-time substitutes from the elementary schools. Here in Chicago we have been fortunate that the board of education has maintained a policy of adjusting the school population to assigned teachers. Consequently, no teacher's position was endangered.

All cities above 250,000 in the United States are faced with the same problem. The United States Census figures for 1940 show that urban population is declining 24 per cent per generation and that the birth-rate index in the United States in large cities is 76. At the same time rural United

States still shows an increase of 36 per cent per generation; and rural nonfarm, 16 per cent. We are moving in the United States toward a stabilized population. Estimators of the Census Bureau believe that American population will reach about 153,000,000 in 1980 and then level off or even decline.² From 1930 to 1940, only 27 of the 48 states had a birth rate high enough to maintain their population levels.

Plight of Unassigned Teachers and Supernumeraries

This trend was no surprise to us in Chicago who have to deal with the problem of supernumeraries³ and unassigned teachers, who are the ones most immediately affected by population changes in the Chicago schools. At present there are approximately 2600 individuals on some lists or other awaiting assignment in the schools. Each year a new list is graduated from the Chicago Teachers College. The last assignments made to elementary positions were from the 1934 graduating class; when assignments begin again, they will be made from the remaining '34 list. The total enrollment of the Teachers College is approximately 1629 at present.

We also knew that the enrollment in the Chicago elementary schools was 10,000 less the past three years and that this decline was due to what the census reports showed in regard to Illinois' population: "The final population count of the Sixteenth Census of Illinois showed that on April 1, Illinois had a population of 7,897,241, an increase of 266,587 over the 7,630,654 residents reported in the 1930 census. This change represents an increase of 3.5 per cent as compared with 17.7 between 1920 to 1930. . . . The census of 1810 was the first in which the territory of Illinois was separately enumerated, returning a population of 12,282. Illinois was admitted as a state in 1818; in 1820 the population was 55,211. The population has shown an increase at every census since that time, but the rate of increase during the past decade was the lowest in the history of the state. The population passed 2,500,000 between 1860-1870; 5,000,000 between 1900-1910; 7,500,000 between 1920-1930."⁴ Now the population of Illinois is leveling off, like that of the United States, and neither in the state nor the nation can we expect the regular increases in our population typical of the past.

The decline in the birth rate has been particularly influenced by the postwar years and the depression. For example, the

number of live births per 1000 in Illinois were:⁵

| | | |
|------------|------------|------|
| 1920 | 1930 | 16.8 |
| 1921 | 1931 | 15.5 |
| 1922 | 1932 | 14.5 |
| 1923 | 1933 | 14.0 |
| 1924 | 1934 | 14.2 |
| 1925 | 1935 | 14.4 |
| 1926 | 1936 | 14.4 |
| 1927 | 1937 | 14.8 |
| 1928 | 1938 | 15.6 |
| 1929 | 1939 | 15.0 |

The enrollment in the Illinois public schools reached its high point in 1932. That year the enrollment was 1,415,553. Since then, the decline has been steady and constant:⁶

| | | | |
|------------|-----------|------------|-----------|
| 1933 | 1,408,373 | 1937 | 1,302,662 |
| 1934 | 1,384,651 | 1938 | 1,281,854 |
| 1935 | 1,339,250 | 1939 | 1,272,376 |
| 1936 | 1,327,269 | | |

Slight Increase in Illinois Birth Rate Noted

It is true that the birth rate in Illinois was up .06 of 1 per cent in 1940. This increase is probably due to two factors: (1) better economic conditions, and (2) the threat of war. However, this increase is no cause for rejoicing because, according to the Bureau of the Census, "considerable increases in birth rates for the years 1940 and 1941 have been reported, but it seems probable that these may represent only temporary changes, results from recent increases in marriages—an effect closely associated with improved economic conditions and threats of war. In view of the long-term trend it seems unlikely that the net reproduction rate will again reach and maintain for any long period of time a size far above the replacement level."

Only an increase in the birth rate from 14.5 or 15.0 to 19.0 would restore the school population to the high level of 1932 and 1933. In the words of Newton Edwards of the University of Chicago, most Americans have adopted the small family pattern. Two, not four, children per family is typical in Illinois today and will probably continue to be so.

In Chicago the rate of increase in city population from 1939 to 1940 was less than in the state as a whole, the birth rate lower, and the decline in school population, as mentioned, more marked. Chicago's population increased from 3,376,438 in 1930 to 3,396,808 in 1940. Chicago's school population from 1925 on was:⁶

| | | | |
|------------|---------|------------|---------|
| 1925 | 518,362 | 1933 | 542,459 |
| 1926 | 503,301 | 1934 | 522,791 |
| 1927 | 521,786 | 1935 | 522,655 |
| 1928 | 530,074 | 1936 | 519,742 |
| 1929 | 537,465 | 1937 | 504,900 |
| 1930 | 541,302 | 1938 | 491,525 |
| 1931 | 546,127 | 1939 | 489,971 |
| 1932 | 549,107 | 1940 | 465,000 |

*Executive Secretary, Chicago Teachers Union, Chicago, Ill. Although the present paper is concerned with the effect of population decline on education in a large city, the problems discussed here apply in a less striking but nonetheless important way to smaller cities and communities.

¹See *Education Digest*, p. 61, Feb., 1941.

²Supernumerary: a teacher whose division was closed because of drop in enrollment.

³Sixteenth Census Report of U. S.

⁴U. S. Census.

⁵Department of Public Instruction, Springfield, Ill.

⁶Department of Public Instruction, Springfield, Ill.

The birth rate in Chicago per 1000 population for the past 20 years is as follows:⁷

| | | | |
|------|------|------|------|
| 1920 | 23.0 | 1930 | 17.2 |
| 1921 | 24.1 | 1931 | 15.3 |
| 1922 | 22.5 | 1932 | 14.3 |
| 1923 | 21.8 | 1933 | 13.4 |
| 1924 | 21.7 | 1934 | 13.7 |
| 1925 | 20.4 | 1935 | 14.2 |
| 1926 | 19.8 | 1936 | 13.7 |
| 1927 | 19.6 | 1937 | 13.8 |
| 1928 | 18.7 | 1938 | 14.3 |
| 1929 | 18.4 | 1939 | 13.6 |

In 1920, there were 23 live births per thousand in Chicago; in 1939, 13.6; last year, probably 14. In 1930, there were 58,083 births in Chicago; in 1931, 52,993; in 1932, 49,258; in 1933, 46,665; in 1934, 47,955; in 1935, 49,425; in 1936, 47,939; in 1937, 49,633; in 1938, 51,660; in 1939, 48,909; in 1940, 50,931.⁸

These figures indicate that Chicago's birth rate is leveling off; and, unless forces operate which we cannot estimate today, it will remain at 14 live births per thousand or 40 per cent below a level needed to maintain a static population in Chicago proper. Chicago actually had 125,000 more families in 1940 than in 1930, but the membership per family averaged only about 3.6. As someone rather facetiously remarked, fur coats and two-toned cars are taking the place of children in our urban centers. However, a more fundamental cause for the decline in the birth rate is perhaps the fact that children in the city are economic liabilities, in contrast with the country, where they are able to help with simple chores by the time they are seven years of age.

Today the war and its present and future effect on our institutions and way of life are the chief concern of practically every American. Commentators, learned and otherwise, are easily stimulated to discourse on the revolutionary aspects of the present crisis. Consequently, the average citizen is convinced that we are "riding on the wave of the future." At the same time, we are beset with wars and rumors of war; changes are taking place in our society which will, in the sum total of their significance, probably far exceed the present temporary phase of military and political unrest. These changes are occurring almost unnoticed. Only now and then are they commented on by some sociologist or economist. Few, indeed, are the people who comprehend their meaning. The changes to which I refer are the declining birth rate and the increased life expectancy of all of us. Truly, we are making the transition from a nation of youth to a nation of older people. The life expectancy of all people in the United States is 62 years; for married women, 64.5, and for married men, 60.6 years.

While these changes are important to everyone — manufacturers, farmers, insurance agents, and doctors — they are particularly important to teachers, assigned or unassigned. Ours is the problem of biological, not technological, unemployment.

While it is not my purpose in this article to analyze the forces, economic and

otherwise, which play their parts on the birth rate, it is apropos to the discussion as it affects Chicago to point out that there is a marked exodus to the suburbs from the city. "Chicago is moving to Oak Park and Oak Park to Glen Ellyn" is the way one enterprising Glen Ellyn real estate operator advertised it. Conversation with these suburbanites indicates that they wanted more room, a yard, some fresh air, a place for the children to play. Economically, they were appealed to by lower taxes and more for their money in the lot on which they built their homes. The parents who once brought up their children in Chicago are now moving out. Consequently, Chicago is faced with ever more blighted areas, ever increasing shrinkage in the real estate tax base, and more, not less, economic headaches. However, what is happening is only indicative of the move to decentralization which is now current in America. With modern transportation, the big city with its high buildings is a social anachronism and — like the dinosaur — in all probability will perish because of its size.

Furthermore, it is the middle-class or middle-income groups who are leaving the city — those best able to support the city and its government. The lower income groups and the unemployed who remain increase the pressure on the city for social services and the schools must compete with relief and pensions as they never have before. From 1932 to 1937 the state payments for charities increased from \$1.58 to \$7.64 per capita; in the United States from 88 cents to \$4.77 per capita.⁹ Temporarily, the war boom is putting men back to work. In this area ours is the responsibility to anticipate the effect on education of the next postwar depression.

The most powerful of the pressure groups demanding government aid is the aged. According to Metropolitan Life Insurance statistics, today 60 per cent of Americans who reach the age of 60 are dependent on relatives, friends, or on some form of pension for their sustenance. Consequently, our older people have organized, and because of their numbers and the decline in the number of youth, are wielding ever increasing political influence. The Townsend plan is still with us; California had its "ham and eggs" program; and at the time this is written there are 11 bills in the House of Representatives which would provide for a flat grant pension of \$30 and up for all people over 60. Just imagine what \$30 per month for all people over 60 would do to federal taxes on top of a defense program which will probably cost one third to one half of our national income!

Picture Not Too Promising

Altogether, the picture is not a very promising one. We can be absolutely certain that teaching as one of the boom occupations of the past half century will not continue to be so in the big cities and in states where the population is declining or

leveling off. We sometimes forget that only 127,000 men and women were making their living as teachers in 1870. Twenty years later the number had more than doubled, to 347,000. After another 20 years, in 1910, five times as many persons were teaching as in 1870. The number of teachers in 1930 was 1,125,000, an increase of nearly nine times in 60 years, compared with a population growth that was less than fourfold.¹⁰

Of course, the rapid expansion of the high school contributed to this phenomenal increase. For example, in Chicago the city's population was approximately 100,000 in 1856, the year when the first high school was established; in 1926, 70 years later, the city population was around 3,200,000, the high school population, 62,000. In 1933, just seven years later, the high school population was 127,000. In other words, the growth of the high school population was almost equal to that of the city from 1927 to 1933; but the boom is ended now; the declining elementary enrollment has caught up with the high school.

How to Meet the Problem

In light of the above facts, certain conclusions seem to be obvious: (1) Teacher-training institutions must no longer turn out graduates at the same rate, with the hope that they will be absorbed in the school system. Theirs is the task of analyzing need and balancing supply and demand. (2) Teachers now trained, particularly in the big cities, cannot expect assignment unless there is a decided reduction in class load. Probably even assigned teachers will be faced with readjustments due to the closing of rooms; some may face loss of positions if the class load is not reduced. (3) Now is the time to educate the public to the opportunity of reducing the class size so that individual pupils can receive adequate attention. As long as the class load in high schools is above 25 and the elementary enrollment is 40 and up per teacher, as is the case in Chicago, much needs to be done before the boys and girls of Chicago receive the attention they deserve.

Each generation in America makes its contribution to the advancement of free public education. Thomas Jefferson and his generation understood that democracy without equal educational opportunity is impossible. The latter part of the nineteenth and the early twentieth century saw the development of the high school. Post-war America saw school plants expand and grow until they are the pride of American cities. This generation is called upon to improve the *quality* of education. Ours is the task of preparing better teachers, improving working conditions, and, above all, reducing the class load. Not until teachers have the opportunity to know their pupils personally is real teaching possible. Let's all unite for fewer pupils per teacher and better teaching!

⁷Health Department, city of Chicago.

⁸Health Department, city of Chicago.

⁹The A-B-C of Illinois State Finance, p. 27.

¹⁰Federated Press, Feb. 6, 1941.

Back to Meat and Potatoes Curriculum?

W. W. Ludeman¹

This is wartime. Many adjustments will need to be made for the duration: food, clothing, recreation, transportation, communication, news, and all. People expect these demands in a time of national stress.

There comes the question about adjustments in the system of public education. What changes will need to be made in the operation of our schools? Can we maintain the entire organization as we have it now with all of its far-reaching angles? A careful analysis of the educational outlook points in certain directions.

General Shortage of Teachers

The present school year (1941-42) witnessed the first definite shortage of teachers since the days following the other war. Reports from most states give the same story—need for more trained teachers.

The margin of demand over supply appeared to be most pressing in: (1) rural districts; (2) upper grade town positions (especially men); (3) high school agriculture; (4) high school home economics; (5) high school music; (6) high school coaching; (7) high school commercial subjects.

The chief causes of the shortage of teachers in these different departments were:

1. Enlistments of young men in military service.
2. Higher salaries paid in other lines of work have drawn off large numbers of trained teachers.

The situation regarding the supply and demand for teachers appears to be still more acute for the year ahead. More and more men are joining or being called into the army and navy. Larger and larger wages paid in offices and industries continue to take teachers out of the classrooms. Then, too, the crop of new teachers from the college training centers will be smaller than usual this spring because the numbers enrolled have been fewer.

Suggested Ways to Meet Problem

Every parent and true citizen of these United States hopes that the plan of public education can be maintained as nearly like its present status as possible. This can be done through careful planning by school authorities. If sacrifices must be made, they should be in those directions where the losses will be least and most quickly recovered when peace comes.

There are devices which can be employed

to help out in this time of need. The school emergency is one largely of personnel and salaries. Here are some suggestions which are already being proposed by district and regional conferences of educational leaders.

1. Rural schools can be combined in some cases, and pupils from two schools can be taught by one teacher. Declining enrollments make this feasible. State laws provide payment for transportation where needed. Better roads make this plan possible. In many of the marginal counties this will be a necessity for the coming year.

2. For elementary teachers in towns and cities, the school boards will continue to take out better trained rural teachers. This plan has always been used, hence it is nothing new. On that account there has not been any real shortage of city grade teachers.

3. A general call must be made to make available all trained teachers who are not now in classroom work, especially those married women who can get back into teaching for the duration. Whatever credit the retired teacher needs for reinstatement of certificate can readily be met by correspondence study.

4. A wholesome percentage of the upper half of high school graduation classes must be guided into teacher training. This will insure a continued crop of new teachers in the years ahead. High school principals must cooperate in this guidance.

5. There must be a general and substantial increase in salary levels to (a) hold present teachers in their positions and (b) to attract more young people into the profession.

High School Problem Will Become Acute

The high school presents a real situation for next year. In the face of conditions as they are with respect to available teaching personnel, can the secondary schools continue to maintain its wide array of offerings? If some of the salad and dessert has to be trimmed, what sort of "meat and potatoes" curriculum must be retained? Some high school principals are already wondering whether the elaborate system of extracurricular activities can be maintained? It might be necessary to put the directors of these activities back into academic teaching to fill in the gaps.

It is hoped that the more recently added departments such as the commercial subjects, home economics, agriculture, industrial arts, music, can be retained. Careful planning will be required to avoid adjustments in these directions. Especially in the smaller high schools that must compete on



—Harold M. Lambert Photo

salary with the larger schools will this be a problem. If it is necessary to eliminate what might be called the salad and dessert from high school offerings and get back to the real meat and potatoes, principals must do some careful weighting of values in the choice of subject offerings. No doubt it will go back to English and other core subjects and branch out from there as teaching personnel will allow.

Certainly the whole array of secondary enrichment should be maintained if possible—but if necessity demands, the basic subjects must come first. It will be largely a matter of available teacher supply.

There is a challenge to the schools and other social agencies to further the trend toward real national unity by a more diligent teaching of a classless respect for all honest work and workers. —Edgar Fuller.

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Public Taxes for Private Schools

Dennis H. Cooke* and Holger W. Andersen**

That public education is a function of the state has been established by numerous court cases. That public taxes cannot be raised to support private schools has been accepted in legal theory, but the true meaning of this theory is still obscure.

The interpretation of existing law changes with changing socioeconomic conditions. Revolutionary holdings by superior courts are not unknown. One such decision which may have far-flung consequences was recently rendered in Mississippi, when the supreme court of that state ruled that textbooks purchased with public funds may be used by private and parochial schools without rent or other cost.¹

Illustrations could be given to show the legal and actual separation that has taken place between church and state. In the face of this historical separation, however, comes a decision from the supreme court of Mississippi, holding as constitutional a textbook law that authorizes the loaning of publicly owned textbooks to pupils in properly qualified private elementary schools, whether sectarian or not.² In other words, the court holds as constitutional a textbook law that specifically provides textbooks for free use by private schools. The law states, in part:

The books herein provided by the board shall be distributed and loaned free of cost to the children of the first eight grades in the free public elementary schools of the state, and all other elementary schools located in the state, which maintain educational standards equivalent to the standards established by the state department of education for the state elementary schools.³

Let us look to the constitutional provisions of Mississippi for a clue to the situation. On examination of the state constitution, we find the following clear-cut provision prohibiting the intermingling of religious and public instruction:

No religious or other sect or sects shall ever control any part of the school or other educational funds of this state; nor shall any funds be appropriated toward the support of any sectarian school or to any school that at the time of receiving such appropriation is not conducted as a free school.⁴

It is apparent that we must look elsewhere for an explanation. An examination of court decisions from various states in regard to the use of school property for other than school purposes leaves us bewildered. A study of the available cases shows the courts confused and divided on the issue.

In no fewer than six states the courts to permit the use of public schoolhouses have sustained the right of school boards

for religious worship.⁵ On the contrary, at least five states have rulings stating that holding religious exercises in a public school building is foreign to the purposes for which the buildings are erected; and, too, funds raised by taxation may not be put to any private use.⁶

The courts are also divided on the question of whether school buildings may be used for social dances, fraternal meetings, theatrical performances, and political meetings. In no fewer than 10 states such uses of public school buildings have been permitted by the courts;⁷ and in at least four states the courts have denied such uses of public school buildings.⁸ In one case the court permitted the free transportation of school children to schools not receiving state aid.⁹

On the issue of holding private schools in public school plants the courts are also divided. In some states it has been held that the matter is within the discretion of the school board.¹⁰ In some cases it has been held that to use the building for private purposes is a violation of the purpose to which a school building is dedicated, regardless of whether or not the uses are definitely educational in character.¹¹ In at least one case, the court held that a private school may be conducted in a public schoolhouse because such a school is "for the furtherance of the general object and design" for which the building was erected.¹² In no case dealing with the use of school property for private or community purposes, however, has the question of private use of publicly owned textbooks been involved until the question arose in Mississippi.

It appears that in only a few cases has the question of constitutionality of the statutes been involved. In five states, the constitutionality of statutes which permit

wide uses of school property for community activities has been upheld.¹³ In none of these cases involving constitutionality was the question of the use of publicly owned schoolbooks by nonschool agencies involved.

The evident conflicts in these court decisions seem to involve, in part, two different approaches in determining the intent of the laws. Two cases may be used to illustrate this point.

In Kansas, the court said, in regard to the use of school buildings for other than school purposes:

The argument is a short one. Taxation is invoked to raise funds to erect the building; but taxation is illegitimate to provide for any private purpose. Taxation will not lie to raise funds to build a place for a religious society, a political society, or a social club. What cannot be done directly cannot be done indirectly. . . .¹⁴

The opposite point of view is illustrated by a quotation from the supreme court of Rhode Island:

Our school system, with all the intellectual and material means for instruction provided by it, was designed to promote public education, and any use of school property tending to this end which does not interfere with the regular schools may be permitted by the trustees of a school district as within the spirit of their trust.¹⁵

An examination of these two illustrative cases will reveal that the conflict hinges in part on seeking the *letter* of the law on the one hand, and on attempting to find the *spirit* of the law, on the other. In the Kansas case, the law is that taxes cannot be raised for private purposes. The court, therefore, reasoning by the letter of the law, holds that public school property cannot be used for private purposes. In the Rhode Island case, the court says the statute was designed to promote education; therefore, school property may, in the spirit of the law, be used for educational pursuits even when private, so long as such use does not interfere with the activities in regular schools.

So we have two diverse lines of court decisions regarding the issue of what use may be made of public school property in the furtherance of private educational ends. The one view holds steadfast to the *letter* of the accepted legal principle that property supplied by public taxes may not be used for private purposes, regardless of the ends which those purposes seek to attain. The other line of decisions holds that it is the purpose of public education to promote the educational welfare of the community, and any private use of school property which seeks to accomplish that purpose

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¹Chance v. Mississippi State Textbook Rating and Purchasing Board, 200 So. 706. See also the Commercial Appeal (Memphis, Tenn.), Feb. 25, 1941.

²Ibid.

³Mississippi Laws, 1940, Chap. 202, Sec. 23.

⁴Mississippi Constitution, 1890, par. 18, Sec. 208.

⁵Boyd v. Mitchell, 69 Ark. 202, 62 S.W. 61; Nichols v. School Directors, 93 Ill. 61, 34 Am. Rep. 160; Hurd v. Walters, 48 Ind. 148; Townsend v. Hagan, 35 Iowa 194, and Davis v. Boget, 50 Iowa 11; State v. Dilley, 95 Neb. 527; Harmon v. Driggers, 116 S.C. 238, 107 S.E. 923.

⁶Scofield v. Eighth School District, 27 Conn. 498; Spencer v. Joint School District, 15 Kan. 259; Dorton v. Hearn, 67 Mo. 301; Bender v. Streabich, 182 Pa. St. 251, 37 A. 853; School District No. 8 v. Arnold, 21 Wis. 665.

⁷Cost v. Shinault, 113 Ark. 19, 166 S.W. 750; McClure v. Board of Education, 176, P. (Cal.) 711; Lagow v. Hill, 238 Ill. 428, and Nichols v. School Directors, 93 Ill. 61, 34 Am. Rep. 160; Hurd v. Walters, 48 Ind. 148, and Trustees of Harmony Township v. Osborne, 9 Ind. 458; Townsend v. Hagan, 34 Iowa 194; Young v. Board of Trustees of Broadwater County High School, 90 Mont. 576, 4 P. (2d) 725; Brooks v. Elder, 108 Neb. 761, 189 N. W. 284; Appeal of John W. Barnes, 6 R. I. 591; Greenbanks v. Boutwell, 43 Vt. 207; Merryman v. School District No. 16, 43 Wyo. 376, 5 P. (2d) 267.

⁸Spencer v. Joint School District, 15 Kan. 259; Sugar v. Monroe, 108 La. 677, 32 So. 961; Lewis v. Bateman, 26 Utah 434, 73 P. 509; School District No. 8 v. Arnold, 21 Wis. 665.

⁹Board of Education v. Wheat, 174 Md. 314, 199 A. 628, 631.

¹⁰Boyd v. Mitchell, 69 Ark. 202, 62 S.W. 61.

¹¹Sherlock v. Village of Winnetka, 68 Ill. 530; Weir v. Day, 35 Ohio St. Rep. 143; Hysong v. Gallitzin, 164 Pa. St. 629, 30 A. 482.

¹²Greenbanks v. Boutwell, 43 Vt. 207.

¹³Nichols v. School Directors, 93 Ill. 61, 34 Am. Rep. 160; Hurd v. Walters, 48 Ind. 148; Townsend v. Hagan, 35 Iowa 194; Young v. Board of Trustees of Broadwater County High School, 90 Mont. 576, 4 P. (2d) 725; Smith v. Donahue, 202 App. Div. 656, 195 N. Y. S. 715, 722.

¹⁴Spencer v. Joint School District, 15 Kan. 259.

¹⁵Appeal of John W. Barnes, 6 R. I. 591.

must be permitted so long as it does not interfere directly with the specific uses for which the property was provided.

That the Mississippi court used the latter view in its reasoning is indicated by the following quotation:

If the safety of the republic is to remain the supreme law, the safety and welfare of the citizens who compose it must remain supreme. In obedience to this duty the state may and should supply the child with protection against physical disease and danger, and under our constitution must encourage the promotion of intellectual and moral improvement. Such benefits, once made available by the state, may be demanded by the citizen or by any group of citizens.¹⁰

¹⁰Chance v. Mississippi State Textbook Rating and Purchasing Board, 200 So. 706.

In our search for an explanation of the Mississippi textbook case, we have found:

First, the explanation does not lie in history, because since the beginning of the public school system in America there has been a distinct trend toward the separation of church and state.

Second, the explanation does not lie in a failure of the Mississippi Constitution to provide for such separation, since the constitution *does* contain a distinct provision for the separation of church and state.

Third, the only conclusion which seems warranted is that the court chose to follow that long line of decisions that tend to look first to current needs for the meaning

of the law, and the court extended this line of reasoning to encompass a new way of using public taxes for private school support.

The implications of the Mississippi case are tantalizing. The decision may be a forerunner of similar holdings to come in other states. It may give impetus to the new curriculum practices which advocate that the school become an inseparable part of the community network. It may imply a growing tendency to give public support to private institutions. Or, it may represent an ultraliberal interpretation of a constitutional provision only to be reversed by another court, or even by the same court, at some future time.

Harnessing the Graduate for War and Defense Earl W. Seibert¹

Belleville is a suburb of Newark, N. J., and is a part of that strategic part of the nation known as "America's Number One Defense Area." Since July 1, 1940, the industries of this vicinity have been emphasizing production and more production. The unemployed have been called to work; employers frantically implore the help of school authorities to find workers for the many positions available in factory, office, and store as a result of the recent emergency and of the present need to place the nation on a war economy. It is natural that a guidance director of a high school in this area should give some thought to the harnessing of high school seniors for defense, since the greatest source of supply for the labor market each graduation day is the list of high school graduates. To tell the story of the working out of this problem in one community is the purpose of this article.

The guidance program of Belleville High School was not set up particularly to meet the current need for workers in defense industries but the program, as it had been conceived and implemented, is functioning very well to meet the above-mentioned defense needs for workers.

Guidance in Belleville includes a study of the individual, a study of the community, and a series of activities leading to a satisfactory adjustment of the individual to the community and his efficient functioning therein. The latter calls for effective placement activities, a continued follow-up program, and a service of post-school counseling.

Knowing the Individual

Guidance deals with individuals. Individuals differ and since not all people function equally well in all situations, we

must know something about individuals if we are to guide them. Boys and girls have different combinations of aptitude, achievement, interest, and personality. A guidance director needs to assemble facts about these differences among boys and girls so that each individual may be aided to his optimum adjustment in the community.

In addition to the usual school records of its pupils, the following objective measures have been used in Belleville:

1. *Aptitude* — How does one pupil compare with others in his aptitude to acquire knowledge and skills? *The California Test of Mental Maturity* is used to give scores and show relationships between verbal and nonverbal aptitude. *The Thurstone Psychological Examination for High School Students* gives scores on ability to do linguistic and quantitative reasoning.

2. *Achievement* — How much use has a person made of the aptitudes he seems to have? The cooperative tests are given in science, mathematics, and language each year to measure achievement in specific subjects.

3. *Interest* — "What do you want to be?" is a question often asked of high school young people. A check of the interests of the individual is made by the use of the self-discovery charts and suggestions in the writer's *Who Are You*. Counseling and interviewing the individual bring out additional points. This work is supplemented by the use of the *Strong Vocational Interest Blank*.

4. *Personality* — An achievement test score may be a score of personality as well; one's interests may reveal something of his personality. The interview makes possible an evaluation of the personality of the interviewee. Other measures of personality used are *Bernreuter Personality Inventory*, *Link P. Q. Test*, and a test of word association.

The most important part of this testing program is the interpretation to the individual boy or girl of his scores on the various tests and their meaning for his future adjustment to himself and to his community. These test scores provide objective facts to be used in connection with personal opinions in trying to find the answers to questions like:

What occupation shall I choose?
Could I learn to be a machinist?
Should I be an accountant or a bookkeeper?
Shall I go to college?
For what kind of work is my personality suitable?
How can I change my personality?
Should I change my personality?

Knowing the Community

The "community" in this paper does not refer to Belleville alone. Belleville is adjacent to Newark and is only 10 miles from New York City. It is a part of the most densely populated metropolitan area in the world. Belleville is known as an industrial town but it is also one of the "bedrooms" of Newark, of New York City, and of surrounding communities. In this area is found the greatest diversification of industry and business in America; the world lies at the feet of graduates of high schools in this number one defense and war area.

It has been pointed out earlier that we must know the individual if we are to help him make his optimum adjustment to his community, but more than that, we must know something of the community too. What kind of community is it? Where do its people work? What occupations are common in it? What are the requirements for workers in this area? What and where are the opportunities for training? To answer these questions the following steps have been helpful:

1. A study is made of the Census Classifications of Occupations, and tables of

¹Guidance Director, Belleville, N. J.

percentages of workers employed in different fields are prepared periodically on the basis of national and local distribution. Most young people find employment in their own community, but many of them migrate to other areas and it is important that they shall have a picture of the work of the world from a national and from a local point of view.

2. The guidance director visits places of business and industry to see the kind of work done, to discuss the type of employee needs, and to find out the kind of worker that is unsatisfactory to the organization. These include such nationally known corporations as: Prudential Insurance Co., Western Electric Co., Bell Telephone Co., L. Bamberger and Co., National Grain and Yeast Co., Wallace and Tiernan, and many other locally important firms.

3. The visits of the guidance director to business and industry and his working with their leaders in various community activities furnish valuable information and necessary community support for the program. This helps the guidance director "keep his feet on the ground."

4. Visits to colleges and technical schools in the area provide firsthand information about the training possibilities in all fields. These include: Essex County Vocational Schools, University of Newark, Newark College of Engineering, Stevens Institute of Technology, International Business Machines School for Operators, Comptometer School, etc.

5. Contacts with the New Jersey Employment Service in Newark, one of the largest branches of the United States Employment Service and with the Junior Employment Service of the Essex County Vocational Schools serve to keep contacts with employment trends.

Adjusting Individual and Community

Guidance calls for the best possible adjustment of the individual in his community; this necessitates the making of adjustments by both individual and community. The harnessing of workers for defense requires the bringing together of information about the individual and about the community. In Belleville this is done by means of a number of activities.

1. The pupils are counseled in groups and as individuals. This follows the approach suggested under *Knowing the Individual*.

2. Information is provided on occupations and on local occupational trends. In a metropolitan area there is a continual shifting of occupational emphases especially in times like these. Books and pamphlets are available in the library. Group meetings and conferences are held. Counseling the individual makes it possible to present to him occupational information particularly applicable to his own situation.

3. The training in high school is planned, and additional training in college, technical school, vocational school, or business school is suggested in line with the needs of the

individual. One danger of the present emphasis on the war and defense emergency is that of a shortsighted vision of the future which neglects training for the future position in favor of the immediate job. Pupils are urged to continue on at least part-time basis their training for a more complete occupational life. Long-range planning is recommended.

4. Seniors desiring employment upon graduation are invited to register with the school placement bureau. For most of them this is their initial contact with a placement office. Mistakes are usually made in one's first job-seeking activities and to make them in contact with the school authorities is better than to have them occur when dealing with industrial placement officers. The guidance director has the opportunity and takes the time to point out poor techniques on the part of applicants and to suggest more effective approaches.

5. Registrants with the placement bureau are interviewed and classified in terms of occupational possibilities. Registers are prepared of good candidates for office work, mechanical work, store work, etc.

6. Group meetings of the registrants on the same register list are held to discuss common problems. The various levels of abilities required in the different occupations of the area are discussed. The information received from contacts with employment officers is passed on to the pupils.

7. An announcement is sent to employment officers of business and industry to tell them of the availability of register lists of prospective employees and to invite them to contact the school for candidates from these lists. The school has known these boys and girls for a long time and is prepared to hand on important information about them.

8. Interviews are arranged between registrants and employment officers. The latter send in their job specifications and the guidance director does the preliminary interviewing and sends on selected candidates for more detailed interviewing by the employment officers. In some cases appointments are made for a senior to discuss with an executive the general field of his interest, as chemistry, printing, etc. This gives the student authoritative information on the field and provides opportunity for the executive to note any possibility of employability in the student.

9. Placement — the right person in the right job — is the culmination of an effective guidance program; especially is this true in the present war emergency. Placement is twofold — direct and indirect. The school has a part to play in direct placement but it cannot be expected to provide for the direct placement of all of its graduates. However, when the school helps the individual understand himself (his limitations and potentialities), provides knowledge of work possibilities, gives him a technique of job finding, and counsels with

him continually, it is bending every effort toward the eventual placement of the individual. Self-placement should be the aim of guidance; give the individual the techniques necessary and encourage him to do all he can to solve his own problem. The year 1942 with its variety of jobs presents the greatest opportunities the schools have ever had to do effective guidance with their boys and girls.

10. Follow-up studies of all graduates are made and reports are prepared from these data for use in guidance work in the lower grades. Graduates and dropouts are urged to come back to the school with any of their problems of finding work, choosing a school for further training, etc. This emphasis on postschool counseling enables the school to keep in touch with its product. Some students who ignored the earlier opportunities to avail themselves of the guidance services now present themselves with definite needs and specific problems. For many pupils guidance does not prove fruitful until this time. Belleville has found this postschool counseling to be one of the most effective phases of its program.

While many critics are raising questions about the value of guidance, communities such as this one are using guidance to help meet the problems of the war and of national defense and to make of education something really functional. The current emphasis in industry, business, and the armed services is on classification of personnel in order to find the right man for the right job. Schools can assist in this program by guidance activities similar to those listed in this article.

Golden Gate to the School Administrators

At this time of national emergency education as never before is called upon to conserve spiritual values, to build morale, and to develop an intelligent understanding of the cause for which free men are fighting.

It is imperative that the school administrators of the country set an example of calm, courageous thinking, and intelligent action. As leaders in the education of 24 million school children, they are pledging anew their faith in American youth, in the democratic principles, and in the outstanding contribution which education is making to national strength.

The executive committee of the American Association of School Administrators has unanimously reaffirmed its decision to hold the seventy-second annual convention of the Association in San Francisco, February 21 to 26. Plans are being formulated for the organization of a program, involving more than 300 meetings, and supplemented by extensive exhibits. The professional inspiration which the convention will bring in the present situation is expected to be of inestimable value.

Place Geography is Again Important

Ernest C. Witham¹

Place geography has always been important but for approximately a generation, educators have failed more and more to realize its full import. Other factual elements of geography are in the same general decline. It is time to call a halt and again teach the facts of the world itself, the planet on which we live.

There was never a more thrilling or more important time to study geography than the present. The papers and magazines are full of maps; better maps than are to be found in our textbooks. All good geography and history teachers are making use of these maps. They fill the bulletin boards of the geography classrooms. If we are to have a world war every 20 odd years and if they are to be fought in out-of-the-way regions, then we need a ready knowledge of these "outlandish" places.

Every day we receive broadcasts from many different and remote parts of the globe in the same quarter hour. We hear from Batavia, Java; Panama; Bern, Switzerland; or it may be from Vichy, France; Ankora, Turkey; and Stockholm, Sweden; or from Manila, London, and Hong Kong. There are other combinations with which we are familiar. Today it helps our understanding of the international situation greatly to have at hand adequate

¹Associate Professor of Education, Rutgers University.



All hope for a better future for Malayan children is bound up in America's victory in the Far East.

maps of the world and maps of particularly important theaters of the war. In many homes such maps are posted near the radios and the whole family is studying

geography. The schools should not let the homes outdo them in this adventure.

Geography and anatomy are similar in that both of themselves are very important subjects. Anatomy does not include functions. Physiology is concerned with functions, but this fact does not detract from the importance of anatomy. Geography is not as isolated as anatomy, but it is itself definitely important. Factual geography is just as essential to the citizen as anatomy is to the physician.

Geography and History

Some hold history in higher esteem than they do geography; but the two subjects are so interrelated that one is probably just as valuable as the other. The story of the past and present is history and geography. Both are essential and perhaps in a nearly equal degree. However, with social science replacing the separately taught history and geography, the latter has too often been crowded out, or too much overshadowed by the former. This is due somewhat to the fact that social science textbooks are not written by geographers, either in whole or in part.

Geography textbooks have undergone remarkable changes, some good and some bad. The pictures in our modern geographies are very much better than those found in the old books. Also, much of the text is better prepared, and there is more of it; but the maps, while accurate, are not nearly as prominent. The reduced size of the page has resulted in smaller and



A Village of Pile Houses in Malaya

Economic and social facts concerning Malaya can be taught effectively in connection with place geography. Metals, oils for making soap, rubber, sisal, and other important products come from countries like that illustrated.

fewer maps. Wall maps are now kept in cases, on rollers that are likely to be out of order and difficult to manipulate and as a result are used too seldom.

What is more decorative than good wall maps, hung so that they are always in view? Such maps are silently conveying to many pupils worth-while information. The writer has taken wall maps out of expensive cases and suspended them with a pulley to the bare walls of schoolrooms. By means of the pulley and cord, a particular map can be lowered to the desired height for instruction purposes. When not in class use it is raised above the blackboard, but is still in full view and an ornament to the room. Teachers like this arrangement.

However, maps are valuable only in so far as they are used intelligently. To illustrate. The New York Times of December 14 contained a half-page map of a major part of the world. On this map were

traced the routes from New York to Archangel and from New York to Suez. The distances given are 4900 miles and 12,800 miles respectively; but the lines traced on the map are only $7\frac{1}{4}$ and $9\frac{3}{4}$ in. Thus it appears that an inch of tracing to Suez stands for twice as many miles as does the inch of tracing to Archangel. This seemingly incongruous representation does not long puzzle one who has an understanding of map projections. The map referred to is on the Mercator projection. This is the one that shows Greenland very much larger than South America, whereas, it is not nearly as large.

Geography Is Not "Dry"

Most of the books on tests and measurements have very nearly omitted the subject of geography. This is because the authors have been skeptical of the value of geographic facts and place geography. In checking over the "Witham Geography

Tests of the World" published in 1928, there were 200 references to places in the current news. This would seem to establish the validity of the tests.

Besides places, there is much other factual material worthy of our consideration such as spacial relationships, climate, relief, natural resources, commerce, industry, races, and many others.

Today we need clear pictures of the East Indies and the Pacific. Alaska faces the Soviet Union and is separated from it by only a few miles. The distance from the west coast of Africa to Brazil is about the same as the distance from Portland, Me., to Cuba or from New York to Denver. These are but a few samples of the valuable information which, properly presented, becomes as interesting as a game.

The times demand a change of emphasis in the so-called social sciences. We need more of the old-fashioned geography textbooks and geography teaching.

In War Time, Too, Adults Must Play

H. M. Lafferty, Ph.D.¹

"Seventy-six per cent of the general American population do not exercise regularly" — so observed the Gallup Poll in a recent survey. Regardless of one's attitude toward Dr. Gallup's method of finding out what the people are doing and thinking, these figures are disturbing. Disturbing because they support what numerous studies such as Prescott's work for the American Council on Education, the Ninth Yearbook of the Department of Classroom Teachers, and the White House Conference on Child Health, to mention only a few, have said — people don't exercise enough! Out of this conclusion stems a suspicion that the physical and mental health of the man on the street is not all that it should be, not because of unemployment or low wage scales or the complexity of our social-economic order, although these most certainly are influencing factors, but because the individual upon reaching man's estate has forgotten how to play.

Forgotten because he never really knew how! Oh yes, he went to school, perhaps even to college, but while there he never really learned to play — not in the sense that carries over and beyond life in school. What playing he did in school was a temporary, transient thing, desirable but not enough. If he attended a fairly large, fairly prosperous school he was given the choice of taking part in football, basketball, tennis, track, volleyball, or baseball, or some combination of these respective activities. If the student came up in a small, less privileged institution, he usually

had to be content with less pretentious activities such as group running games, pitching horseshoes, playing marbles, and the like. At best, because of poor equipment and a small student body, a painfully inadequate type of the same specialized games played in the larger, better-equipped schools was offered. Both kinds of institutions, to be sure, had their share of experts at "forfeit," and numerous other varieties of parlor or kissing games. In few cases, however, did the games in which the student took part offer any outlet for that individual's physical energies after he left school.

Many boys play football while in public school or college. After that time the scene changes. Few men 35 years old are caught out in the streets or on vacant lots practicing punting or throwing blocks to opposing linemen. From a recreational point of view, benefits from football cease the day the boy turns in his uniform for the last time. After that the sport becomes an excellent topic for conversation and nothing more. The only exercise the player gets after completing his eligibility is vocal — recounting to whomever will listen the exploits of those golden days already past. But reciting with gestures tales of touch-down runs, blocked punts, field goals kicked in the waning minutes of play, etc., does little to combat a spreading waistline and a general decline in bodily vigor. Participation in track events appeals to adolescents but long before a man reaches 40 he can think of a great many things more pleasant than doing a running broad jump, hurling a discus, or pole vaulting.

The same sort of reasoning is true among women. Playing a flashing game at forward position for some basketball team at 16 and at 26 are two different things.

The Need After "Thirty"

The average individual turned 30 feels a need for something more vigorous than checkers, chess, or dominoes, and something less strenuous than soccer, boxing, wrestling, or field hockey. Too, he needs a sport which does not demand a number of players, since the problem of getting participants becomes difficult, if not impossible. The average adult will take his exercise if he can take it without much ado. If he has to devote hours and even days cajoling enough other adults to round out a foursome or to make up a team, the odds on his exercising regularly drop sharply.

The point of it all is this: Our public schools and colleges, professing to be striving to assure an all-round growth and development of all the children of all the people, can and should take a full measure of the blame for adults being in their present predicament of being onlookers instead of participants in recreational activities demanding a reasonable amount of muscular activity.

The quarrel here is not that the public schools and colleges should abolish their present program of specialized sports with its high spirit of competitiveness. But certainly in addition to catering to the interests of the athletes our educational institutions should provide also for the physical welfare of: (1) the athletes after

¹East Texas State Teachers College, Commerce, Tex.

they leave school, (2) those individuals who would develop outstanding skill and an abiding interest in less strenuous or less competitive games than those usually offered, and (3) those while totally lacking in the makings of a champion would, whether or not they realize it at the moment, like to pick up one or more games or activities for the sheer pleasure and personal benefit—immediate and future—to be derived from such. As many of our so-called physical education programs are now set up the welfare of the majority are being sacrificed for the benefit of a small minority—even for this latter group the benefit is usually only temporary.

To illustrate, let us take the case of a high school in central Texas, which we shall call School 21. The enrollment of this secondary school totals 304 students—163 boys and 141 girls. Since some three fourths of the high schools in this country have populations less than 300 it follows that the school under discussion is in a favored position from the standpoint of size.

In setting about caring for the physical health of the pupils—as applied to exercise—School 21 offers the following outlets for boyish energies: football, basketball, track, and tennis. In each sport the school is enrolled in state-wide Interscholastic League competition. For the girls in this same school recreational opportunities consist of basketball, volleyball, and tennis. Each of these three activities are also sponsored by the state's program of interschool competition. The scope of the physical-education program of School 21 is not unusual. Rather it is typical of what one would find were he to canvass schools of similar size. As a matter of fact this same setup might well describe the physical-education program of some larger schools. In the case of high schools with less than 300 students the choice of activities is often reduced still more.

School 21 Boasts of a Good Program

To the mother community, School 21 has on more than one occasion called attention in its publicity program, planned or otherwise, to two features of its recreational offerings: First, the school offers seven sports for its boys and girls—the intimation here is that the theory of “all work and no play” is in for a drubbing at dear old ——— High. Second, interest and participation in one or more of these seven sports is inevitable since there is always the chance of winning the county, district, regional, and even the state championship. On paper it appears that School 21 is determined that its charges shall be turned into healthy young animals, if indeed they have not already been made so. Taxpayers are led to believe that this institution is well aware of the advantages of a well-balanced program of work and relaxation.

The assumption all along has been that School 21 is there to serve all the children



MRS. RUTH K. RICE
President, Board of Education,
Albuquerque, New Mexico

Mrs. Ruth K. Rice has been re-elected recently, to serve her eighteenth consecutive term as president of the Albuquerque board of education. Her aggressive leadership and unselfish devotion to the community in this position have kept the schools of Albuquerque in the educational forefront in the southwest.

Mrs. Rice was born in Troy, Ohio. Her father was a newspaperman, and her mother, a prominent worker in community affairs in that city. Mrs. Rice was educated in the public schools of Ohio and took a teacher-training course before entering the teaching field in the elementary grades.

She moved to Albuquerque as the bride of Dr. L. G. Rice, Sr., a prominent and successful physician. She is the mother of four sons, all making their marks in their various fields; one a merchant; another, the manager of a cattle ranch; another, instructor of English at the New Mexico Military Institute; and the fourth, who followed the footsteps of his father, a physician now in the United States military service and located at Panama.

Mrs. Rice has two main interests: one is her family, and the other, public education. In both jobs she has been most successful.

of all the people. Now suppose we go behind the scenes and see to what extent this assumption applies to physical education.

Taking the boys first, 35 candidates reported for football the first day practice began in the fall. Two weeks later the number had dwindled to 24 boys. Another week saw two additional players voluntarily turn in their uniforms. To all intents and purposes football in School 21 served 22 boys—including the team member who broke a leg shortly before the opening game and was out for the season. Thanksgiving marked the end of the pigskin sport and basketball came into its own. The initial call for aspirants saw 18 hopefuls “suited out.” One week later 14 boys were reporting; when the whistle blew starting the first practice game with a team from a neighboring school 11 men were available. By the time conference competition began the total had shrunk to nine—here it remained for the duration of the playing schedule. Of these nine who “made the team,” five were carry-overs from the football squad!

By the middle of February, basketball had run its course. Then for the first time,

two sports—track and tennis—swung into action. Offsetting the opinion of most students that track, because of arduous training involved, is one of the most difficult of sports is the fact that the variety of running and field events involved offer opportunity for a number of students to make places for themselves. As a result of this reasoning 20 boys turned out for the first call. A week later the number was down to 15 and by the time interschool competition had gotten under way only nine persisted. Of this number, four had played neither football nor basketball. Tennis, still looked upon by many of the boys as a “sissy” game—fortunately this idea is beginning to die out in many schools—attracted six players who lasted out the season. One of these six racketeers had represented the school in basketball.

Games Do Not Attract Girls

With the girls the situation is even worse. During the fall months none of the three “major”—there were no “minor”—sports available for the “weaker sex” are in season. As a result whatever physical exercise the students took was haphazard and occasional. With the coming of winter interest in basketball made itself felt to the extent that 18 girls tried for the team. Only nine survived the season's schedule of contests—the others dropped out for a variety of reasons including parental disapproval, lack of aptitude for the game, quarrels with teammates, etc. Spring brought both volleyball and tennis into the spotlight. The former, using six players to a side, was a rather popular activity with the girls of School 21 with the result six full teams (36 players) started off the season. After several weeks, however, it became necessary to trim the squad to permit concentration on girls most likely to make a creditable showing in the county league. This elimination meant an immediate reduction of one half of the squad (18 girls). Shortly before the county tournament, the group was again scaled down to 12 players. In the case of tennis two factors combined to make participation in what would otherwise have probably been a popular sport a matter of little interest to all but a few. First, there was the lack of playing space—only one tennis court was available. This immediately discouraged those who liked tennis but not to the degree that they cared to stand in line waiting a chance to play. Second, it so happened that that year two girls were particularly adept at the game, having made a favorable showing in numerous small tournaments the two years previous. The evident superiority of this tandem served as a dash of cold water (very cold) on the enthusiasms of the rest of the group—particularly since the school was interested only in those who could bring the school a medal or at least a ribbon. Besides, since the one court was practically monopolized by the school's two star players, what, argued the other girls, is the use! The upshot was that only six girls took

enough time to develop at least an elementary skill in the game. Two of these players had taken part in basketball.

Now for a brief recapitulation of how School 21, through its "varied and individualized program of physical education" (an admission wrung from the president of the school's parent-teacher association), is serving the interests of its student body. Of the 163 boys enrolled, 21 per cent saw service in one or more divisions of the school's "recreational" program. Of the 141 girls, only 18 per cent participated in at least one athletic event. While 20 per cent of the student body participated in the "varied and individualized program of physical education"—even though that "participation" often did not last more than three months (the average length of a "major" sport)—80 per cent looked on!

Why Not a Plan for Adult Life?

What kind of a physical-education program is this that develops four spectators to one participant and this in activities which draw largely upon adolescent energies, skills, and interests? Exactly.

As pointed out, during childhood, adolescence, and even through young adulthood the average boy or girl feels no real need for recreation which brings the body

muscles into play. Unconsciously, if not consciously, the individual exercises, and so keeps his energy reserves intact. Physical well-being is taken as a matter of course. For the individual in the middle twenties, however, the scene begins to change. That surplus strength and energy on which formerly he drew so freely and confidently has begun to show signs of weakening. For the first time he sees his store of energy take on the characteristics of a bank account. In order to maintain a balance the amounts of his withdrawals must not exceed his deposits. But how to make a deposit—that is the rub! Unless during the formative years the grownup has acquired at least the rudiments of a game he can use in later life, he hesitates to make a beginning. There is a bit of the ego in all of us. Where a boy of 12 thinks nothing of learning a new sport, the adult is likely to feel quite differently. By that time he feels conspicuous as well as impatient if a reasonable degree of expertness is not forthcoming after a few attempts.

The second half of this paper will suggest what the writer considers a satisfactory program of sports and games that will carry over into adult life.

(To be concluded in March)

How to Rate School Employees?

For five decades school authorities have used devices for rating teachers and principals. The devices used have been largely directed to the discovery of shortcomings and faults not readily evident in the routine supervision. The ultimate purpose has been the elimination of faulty methods and approaches and the general improvement of instruction for the greatest benefit of the children.

Schemes for rating nonteaching school employees are met in only few communities. When only one or two employees are engaged in a given type of work, it seems sufficient to rate him satisfactory or unsatisfactory, without any detailed analysis of the various aspects of his work. In the case of janitors most school systems have allowed the appearance of the building to speak for the efficiency of each man, and efforts at improvement have been largely limited to conferences and instruction in good methods of housekeeping, heating, and attention to engineering jobs. Salary schedules are so often based on length of service and on the size and character of the building served, that detailed analysis of personal efficiency have not been needed.

Among the more progressive school-business managers there has been a growing feeling that janitors, engineers, school clerks, and mechanics employed for school service should be rated so that promotions to larger and more important schools can be made objectively and can be based upon a rational combination of ability, proved efficiency, understanding of stationary engineering principles, and experience. Evidence particularly of efficiency and satisfactory performance of duties should be rewarded by increases in pay. The noncooperative employee who just "gets by"

in his work should be recognized in the refusal of annual increases in pay. For all these administrative purposes, a rating report seems to be the only means of a complete, balanced study of an employee's performance, of his attitudes, and of his fitness.

An Industrial Prototype

As a basis for the development of a comprehensive local rating scheme, Mr. C. L. Suffield, of San Bernardino, Calif., suggests the development of a series of tests similar to those used by the Lockheed Aircraft Cor-

poration. This firm bases all promotions, shifts in employment, and increases in pay upon a blank which puts into form a rather searching test of all mechanical employees.

The report which is but one page in length, consists of three sheets: an original, an accounting-tabulating and timekeeping copy, and an employee's copy.

There are three sections to the report. The first section consists of six general questions concerning the satisfactory character of the specific work, progress, leadership, and initiative of the employee. No weight is given to these questions in the final rating.

The scale illustrated in the accompanying cut is used by the rater for the purpose of obtaining specific information regarding the progress of the employee. The following five instructions accompany the scale:

1. Read all four specifications for Factor Number One.
2. Determine which specification most nearly fits the employee.
3. If the specification adequately fits the employee place an X in the left-hand square.
4. If he does not quite measure up to the specification, but is definitely better than the specification for the next lower bracket, place an X in the right-hand square.
5. Repeat for all six factors.

Scores are determined in the following manner: Column I, the left square, has a value of 16 so that the possible total score of an individual, if all of the six squares in Column I are checked, is 96; the right square has a value of 14 points so that the possible total score, if these are all checked is 84.

The values for Column II are: left squares 12, totaling 72; right squares 10, totaling 60.

Column III: left squares 8, totaling 48; right squares 6, totaling 36.

Column IV: left squares 4, totaling 24; right squares 2, totaling 12.

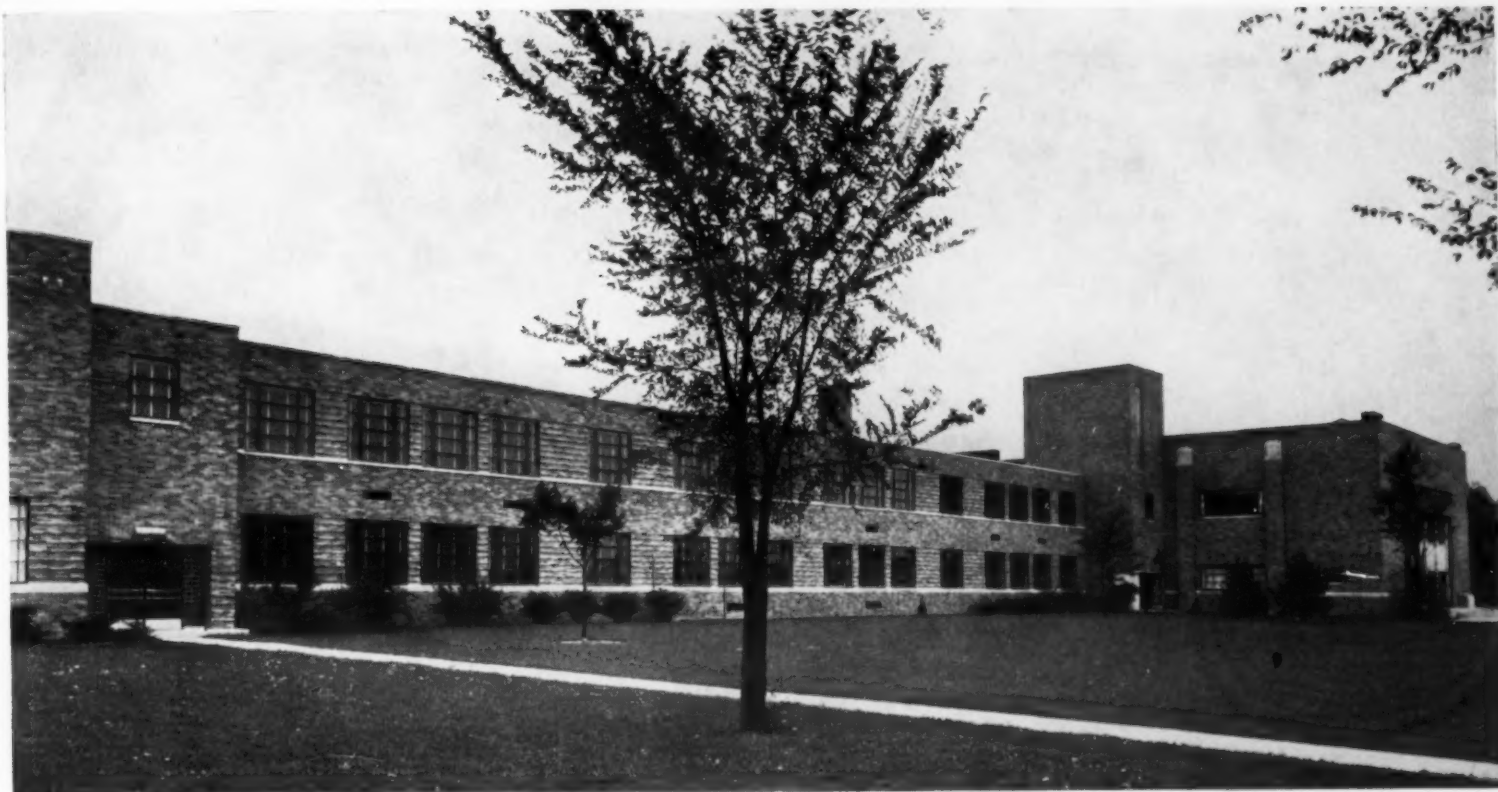
The third section of the Lockheed employees' rating report provides space for remarks of special points not considered above: The one who is doing the rating is asked to explain if the employee is an "outstanding" workman, or a "problem" workman. In the Lockheed plant, ratings are made four times a year and wage adjustments are made accordingly.

Because of its completeness and simplicity, this rating report, in some form or other,

(Concluded on page 72)

| FACTORS | LEFT | I | RIGHT | LEFT | II | RIGHT | LEFT | III | RIGHT | LEFT | IV | RIGHT |
|---|---|---|--------------------------|---|----|--------------------------|--|-----|--------------------------|---|----|--------------------------|
| FACTORS No. 1—QUALITY ACCURACY IN WORK, FREEDOM FROM ERRORS, WORKMANSHIP. | <input type="checkbox"/> | | <input type="checkbox"/> | <input type="checkbox"/> | | <input type="checkbox"/> | <input type="checkbox"/> | | <input type="checkbox"/> | <input type="checkbox"/> | | <input type="checkbox"/> |
| | MAKES PRACTICALLY NO MISTAKES, SUCCESSFULLY HANDLES JOBS REQUIRING THE HIGHEST ACCURACY. | | | SELDOM MAKES ERRORS, DOES HIGH GRADE WORK, IS ACCURATE. | | | MAKES AVERAGE NUMBER OF ERRORS, DOES PASSABLE WORK. | | | MAKES MISTAKES FREQUENTLY, IS CARELESS, JUST GETS BY, CANNOT BE ASSIGNED TO ACCURATE WORK. | | |
| FACTORS No. 2—QUANTITY OUTPUT OF SATISFACTORY WORK, SPEED, USE OF WORKING TIME. | <input type="checkbox"/> | | <input type="checkbox"/> | <input type="checkbox"/> | | <input type="checkbox"/> | <input type="checkbox"/> | | <input type="checkbox"/> | <input type="checkbox"/> | | <input type="checkbox"/> |
| | HAS UNUSUAL OUTPUT, IS EXCEPTIONALLY FAST, SELDOM SLACKS OFF. | | | WORKS HARD AND STEADY, IS FAST, DOES MORE THAN IS EXPECTED. | | | URNS OUT REQUIRED WORK, BUT SELDOM MORE, HAS AVERAGE SPEED, DOES NOT OVERDO. | | | BELOW AVERAGE IN OUTPUT, IS SLOW, FREQUENTLY KILLS TIME. | | |
| FACTORS No. 3—ADAPTABILITY VERSATILITY, ADJUSTMENT TO JOB OR CHANGED CONDITIONS, EASE WITH WHICH NEW DUTIES ARE LEARNED. | <input type="checkbox"/> | | <input type="checkbox"/> | <input type="checkbox"/> | | <input type="checkbox"/> | <input type="checkbox"/> | | <input type="checkbox"/> | <input type="checkbox"/> | | <input type="checkbox"/> |
| | MEETS CHANGED CONDITIONS WITH LITTLE EFFORT, HAS OUTSTANDING ABILITY TO PICK UP NEW JOBS. | | | LEARNS WELL WITH MINIMUM AMOUNT OF INSTRUCTION, ADJUSTS HIMSELF WELL IN A SHORT TIME. | | | LEARNS FAIRLY WELL, IS A ROUTINE WORKER AND NEEDS DETAILED INSTRUCTION FOR A NEW JOB. | | | IS SLOW TO LEARN, HAS TROUBLE ADJUSTING HIMSELF TO CHANGED CONDITIONS, NEEDS CONSTANT INSTRUCTION. | | |
| FACTORS No. 4—KNOWLEDGE TECHNICAL KNOWLEDGE OF JOB, ABILITY TO APPLY KNOWLEDGE, KNOWLEDGE OF PRODUCTS AND RELATED WORK. | <input type="checkbox"/> | | <input type="checkbox"/> | <input type="checkbox"/> | | <input type="checkbox"/> | <input type="checkbox"/> | | <input type="checkbox"/> | <input type="checkbox"/> | | <input type="checkbox"/> |
| | IS AN EXPERT ON HIS JOB, HAS AN EXCELLENT KNOWLEDGE OF RELATED WORK, IS VERY WELL INFORMED. | | | GOOD AT HIS JOB AND SELDOM NEEDS HELP, HAS GOOD KNOWLEDGE OF RELATED WORK, IS WELL INFORMED. | | | KNOWS HIS JOB FAIRLY WELL, HAS LITTLE KNOWLEDGE OF RELATED WORK, REQUIRES INSTRUCTION AND SUPERVISION. | | | HAS LIMITED KNOWLEDGE OF HIS JOB, KNOWS NOTHING OF RELATED WORK, REQUIRES TOO MUCH INSTRUCTION AND SUPERVISION. | | |
| FACTORS No. 5—DEPENDABILITY YOUR CONFIDENCE THAT THE EMPLOYEE WILL CARRY OUT INSTRUCTIONS, ACCEPT RESPONSIBILITY, AND IS RELIABLE FOR DIFFICULT JOBS. | <input type="checkbox"/> | | <input type="checkbox"/> | <input type="checkbox"/> | | <input type="checkbox"/> | <input type="checkbox"/> | | <input type="checkbox"/> | <input type="checkbox"/> | | <input type="checkbox"/> |
| | HAS OUTSTANDING ABILITY TO FOLLOW WORK THROUGH, DOES TOP GRADE WORK WITH MINIMUM OF SUPERVISION AND CHECKING. | | | FOLLOWS INSTRUCTIONS CAREFULLY, REQUIRES LITTLE FOLLOW-UP, IS WILLING TO ACCEPT RESPONSIBILITY. | | | USUALLY FOLLOWS INSTRUCTIONS, NEEDS SOME FOLLOW-UP, DOES NOT CARRY RESPONSIBILITY. | | | REQUIRES FREQUENT CHECKING EVEN ON A SIMPLE TASK, REFUSES OR NOT CAPABLE OF CARRYING RESPONSIBILITY. | | |
| FACTORS No. 6—ATTITUDE ENTHUSIASM, SAFETY-MINDEDNESS, CONDUCT, TEAMWORK, WILLINGNESS TO CARRY OUT ORDERS. | <input type="checkbox"/> | | <input type="checkbox"/> | <input type="checkbox"/> | | <input type="checkbox"/> | <input type="checkbox"/> | | <input type="checkbox"/> | <input type="checkbox"/> | | <input type="checkbox"/> |
| | IS VERY ENTHUSIASTIC, IS OUTSTANDING IN COOPERATION, IS ANXIOUS TO TRY OUT NEW IDEAS. | | | IS RESPONSIVE, COOPERATES WELL, MEETS OTHERS HALF-WAY, IS WILLING TO TRY OUT NEW IDEAS. | | | USUALLY COOPERATES, IS USUALLY RECEPTIVE TO SUGGESTIONS AND NEW IDEAS. | | | COOPERATES POORLY, RESISTS SUGGESTIONS, HAS LITTLE INTEREST IN WORK, IS BAD INFLUENCE ON THE OTHER WORKERS. | | |

A Six-Factor, Four Level Scheme for Rating Employees as the basis for promotions in jobs and wages.



The Maumee High School is modestly landscaped and is a truly important civic asset in a community of homes. — Britsch & Munger, Architects, Toledo, Ohio.

Maumee High School

Built for Students and Community

H. H. Eibling, M.A.¹

Maumee, which is a residential city and suburban area of metropolitan Toledo, Ohio, is distinguished by having the first chartered high school in the state, established in 1843. The high school now occupies a very modern and complete new building which excellently mirrors the culture and progress of the community.

The original structure in use in 1843 was razed many years ago. Until recently the high school occupied a building which was erected in 1870 and enlarged in 1920.

Maumee is the site of Fort Miami, Fort Meigs, Battle of Fallen Timbers, Dudley's Massacre, Turkey Foot Rock, and many other interesting places of significance in the early history of our country. As the key to the Mississippi Valley, the Maumee River, which runs through the city, was the objective of early explorers, missionaries, and tradesmen. As early as 1673, Marquette, Perrot, and La Salle penetrated to the Mississippi, Illinois, and Maumee areas to explore and trade. The Maumee Valley was the most important area west of the Appalachian Mountains to these early explorers. It was the "short cut" from the St. Lawrence River to the Mississippi

¹Superintendent of Schools, Maumee, Ohio.



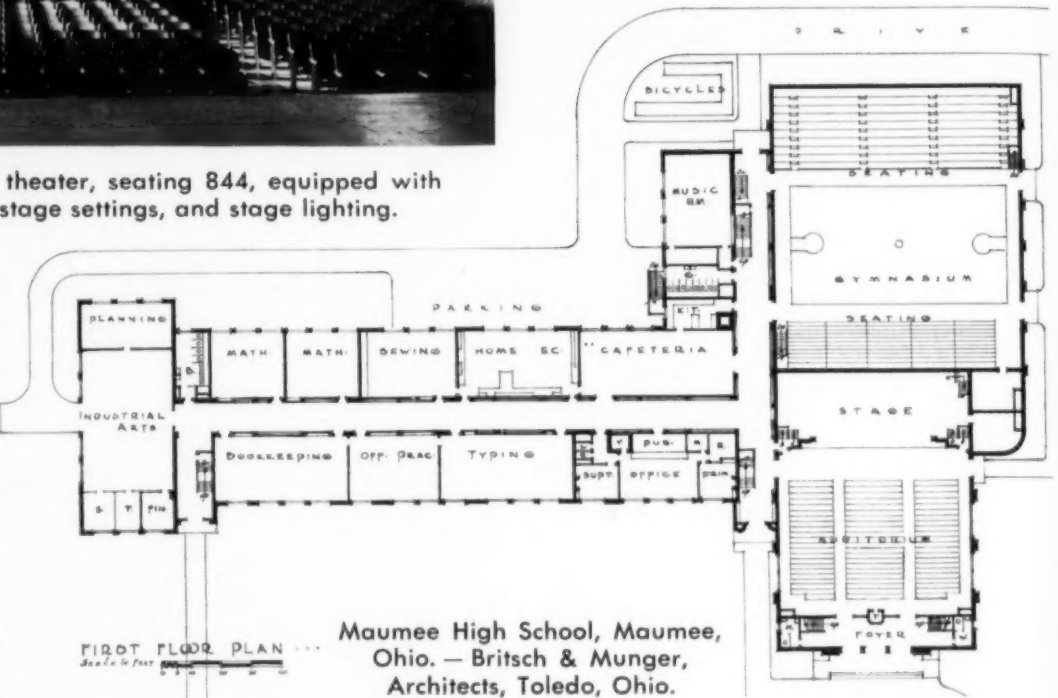
The library, which is the academic nerve center of the school, seats one hundred pupils.



The auditorium is an almost ideal theater, seating 844, equipped with projection apparatus, complete stage settings, and stage lighting.

River and its tributaries. The Miami and Erie Canal, linking the Great Lakes with the Wabash and Ohio rivers was dug in the year 1830. This marked the beginning of the migration of large numbers of early settlers to the valley. Maumee was at one time the county seat of Lucas County and the County Courthouse formerly occupied the site of the present public library. Today, Maumee is a beautiful residential area of Toledo. Its location along the Maumee River makes the city one of the garden spots of Ohio.

The need for a new high school building had been recognized for several years by the school authorities. Only recently was it possible to crystallize the community's interest in a new school plant and submit the bond issue



An exhibit of pamphlets and genuine Indian materials make real a project in social science.



Pupils' discussions of biological phenomena are a regular feature of recitation periods.

to a vote. When finally presented to the people the bond issue carried by an 85 per cent majority. Assisted by the Federal Government, Maumee was enabled to erect a modern and completely equipped high school building.

A building of modernistic design was selected in order to provide as much classroom space as funds would permit. The new plant contains about one million cubic feet of space and was built at a cost, including equipment, architect's fees, etc., of only 32.5 cents per cubic foot. It will accommodate about 600 students.

Actual construction began December 8, 1938, and the building was ready for use in September, 1939. Contracts for equipment were let in April, 1939, after much time and



Informal groups enjoy a demonstration of the care of children.



The demonstration method is extensively used in the general science laboratory.

effort had been spent in the selection of equipment and the writing of detailed specifications. Almost all equipment for classroom instruction is of the movable type.

Auditorium Offers Wide Service

The school theater is one of the beautiful rooms in the building. It is equipped with fully upholstered theater seats and accommodates 844 persons on the main floor and balcony. The lobby is finished with flexwood wainscoting separated from the sand finish plaster by walnut moldings. Thin strips of walnut equally spaced and running parallel to this molding give the lobby a beautiful, modern atmosphere. The balcony foyer is of a similar design but has a cove ceiling. It has a brick-red asphalt-tile floor. Only two colors, pale blue and brick red, have been used in the inside theater. All woodwork has natural finish. The seats, draperies, stage curtains, and asphalt-tile floor are red. The walls and drapery borders are pale blue. The room is the only public auditorium in the city of Maumee and is used for public gatherings as well as school activities.

The stage measures 63 by 26 ft. and is complete with dressing rooms, storage and property rooms, a complete switchboard controlling all stage and theater lights with dimmers. A red velour curtain operates on a rear fold steel track. Stage settings include a cyclorama with doors, windows, and other openings, as well as a unit set that can be used for interior or exterior settings. The stage also has a large silver screen operated from the projection booth. Educational movies are shown weekly.

The gymnasium is plotted to provide a main playing floor, 45 by 78 ft., as well as two cross courts, 35 by 60 ft. Equipped with permanent balcony seats on one side and telescopic bleachers on the other, the gymnasium comfortably seats more than one thousand spectators. An equipment room provides storage space for all gymnasium and athletic equipment. Modern lockers are lo-

cated under the permanent seats and include lockers for 300 boys and 300 girls, the boys' varsity team rooms, and a "run-through" type of shower room. The boys' locker room has an outside exit for football and playground activities. The stadium and athletic field are directly back of the gymnasium and are fitted with floodlights for night football.

All classroom walls are finished in cinder block for acoustical and decorative purposes. Celotex is used for the ceilings in the theater and in the music room.

The cafeteria is located on the first floor near the main entrance. It is finished in cinder block painted in different shades of blue, beginning with a dark band at the floor line and ending in a light band near the ceiling. These blue strips are separated by ivory moldings about 3 in. wide. The serving table is entirely electric. The cafeteria kitchen is complete with a dishwashing machine, large refrigerator, cooks' tables, cooking range, and storage space.

A Complete Home-Economics Department

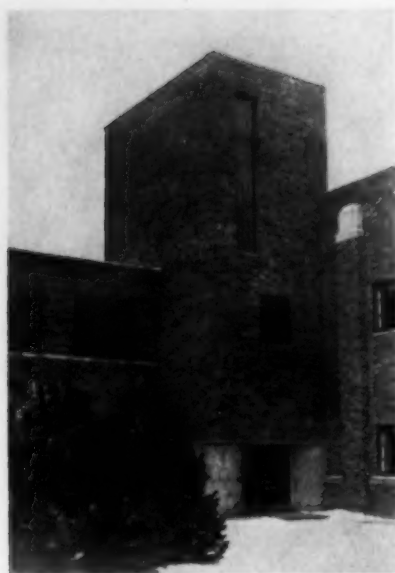
The home-economics department is on the first floor next to the cafeteria but is entirely separate. The home-economics teacher plans the menus and supervises the school feeding, but the cafeteria is operated independently. Four cooks and helpers prepare and serve the food, while several students assist during the noon period.

The home-economics foods laboratory has several unit kitchens equipped with gas or electric ranges, electric refrigeration, chromium and leather chairs, linoleum top tables and counters. The clothing laboratory has been equipped to give it the appearance of a large living room that might be found in a private home.

The three rooms of the commercial department are separated by soundproof glass partitions which enable the instructor to teach a class in one room while another group is



The gymnasium unit is accessible from a side street and is used for adult groups.



The entrance tower is thoroughly practical in that it provides space for a teachers' room, water tanks, and machinery.

having typing practice. The curriculum of this department includes typewriting, shorthand, bookkeeping, junior business training, salesmanship, commercial law, and office practice.

The science department includes two classrooms equipped for recitation and laboratory work. These rooms are connected by a supply room. The chemistry room has a darkroom for photography. Some of the finest cabinet-work in the building is found in the specially designed storage cabinets for science equipment.

The library is connected to the study hall and seats 100 students at tables and chairs. There is a conference room for small groups, and space has been provided for over 5000 reference books.

The social science rooms are equipped with tables and chairs and are organized as social science laboratories with maps, project materials, and reference material.

The fine arts room is on the second floor and has north exposure for proper light. The location of the music room on the first floor facilitates the transferring of large groups from this room into the auditorium for rehearsal.

Two hospital rooms, one for girls and one for boys, are equipped with cots, examination chair, first-aid cabinets, etc. These rooms

accommodate students who take sick, as well as for physical examinations. The lounge rooms for teachers are furnished with an upholstered davenport and chairs in chromium and leather.

All the classrooms are equipped with unit ventilators. All windows have Venetian blinds. Floors are of linoleum or asphalt tile except those of the gymnasium and auditorium stage.

The building is equipped with a radio and public-address system with several microphone outlets in different parts of the building. The clock system includes a secondary clock in the classrooms, gymnasium, and theater. All classroom lighting fixtures are of the silver-ray indirect type. Green glass chalkboards have been installed, with a green cork panel board above and at the ends, to provide additional space for posting materials.

The electric fire-alarm system is so arranged that all wiring is under constant electrical control.

Office Facilities

The administration suite includes a general office, a workroom, a storage room, vault, private offices for the superintendent of schools, and the high school principal. The general office is used also for the meetings of the board of education. Private offices have built-in bookcases, locker robes, and a fireplace. The floors are finished with dark red marbelized asphalt tile and the office furniture is of walnut and dark red leather.

The corridors and stairways are finished with sand plaster, bricktile wainscoting, and have red asphalt tile floors.

The 15 acres of playgrounds are beautifully landscaped and provide adequate space for football fields and physical education playgrounds as well as school gardens.

The building was dedicated on October 25, 1939, with Dr. Earl Anderson, of Columbus, Ohio, as the speaker. The bronze tablet near the main entrance bears the inscription "The first chartered high school in Ohio in 1843."

The cost of building was approximately \$325,000 which includes building, equipment, landscaping, architect's fees, and miscellaneous

expenses. It was financed by a \$175,000 bond issue, a PWA grant of \$143,000, and a small sum taken from a replacement fund.

Construction and Equipment

Exterior, Indiana limestone.
Corridors, brick tile, asphalt tile.
Stairs, brick tile, terrazzo.
Classrooms, cinder block and brick tile linoleum.
Auditorium, acoustical plaster and Celotex.
Gymnasium, cinder block and brick tile.
Toilet rooms, brick tile and terrazzo.
Heating, steam stokers.
Ventilation, Herman Nelson.
Temperature control, Powers Regulator Co.
Electrical equipment, Graybar Silveray indirect lighting.
Plumbing and sanitary equipment, Standard.

Textbook Outlook

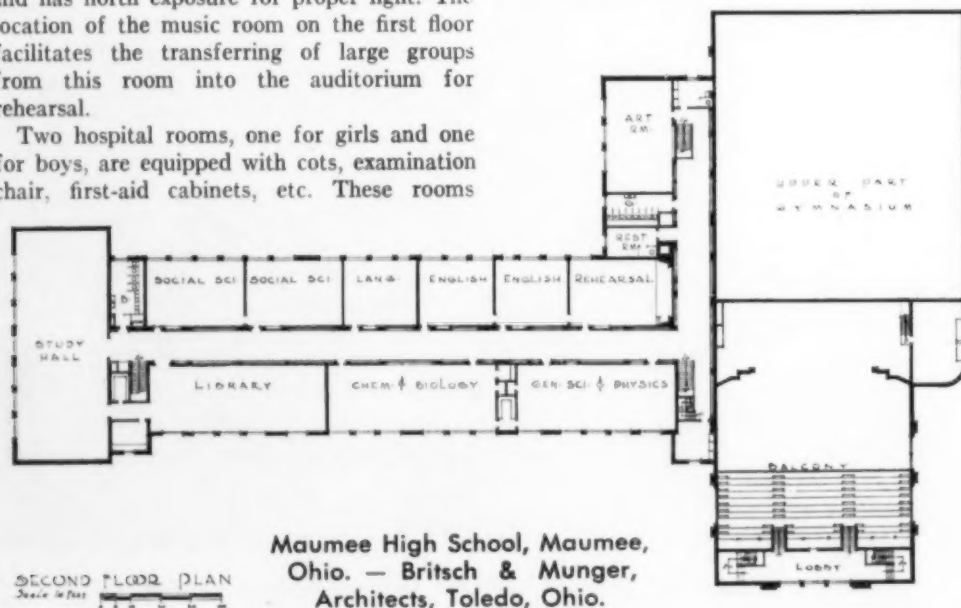
Schoolmen will be glad to learn that the present outlook does not point to a paper shortage which will prevent the manufacture of all new textbooks and library books required to meet the needs of this country for the next year.

In a recent address Leon Henderson, Federal Price Administrator, said: "According to present data the supplies of newsprint and book paper appear adequate for the next year in spite of the fact that defense activities are consuming about 20 per cent of the nation's output. . . . Unfortunately, uninformed reports of great paper shortage have tended to create a tight delivery situation on many kinds of paper and it is our information there exists rather extensive hoarding by some users. This condition has tended to magnify whatever shortage may exist and were it not for this fear it is our belief that supplies of paper would be fairly adequate for practically all users."

Mr. Henderson's analysis of the situation is confirmed by the bulletin issued recently by the S. D. Warren Co., one of the largest manufacturers of paper in the United States. The bulletin states: "The Government estimates that in 1942 it will require not more than 9 per cent of the capacity of book paper manufacturers." (The rest of the 20 per cent which Mr. Henderson cites apparently applies to newsprint.) "The present capacity of the book paper industry has never been consumed in any one year. . . . The orders for paper in 1940 represented only 77 per cent of the book paper capacity. 1940 was not a depression year. American business operated advantageously in 1940. There was no restriction on the consumption of paper in 1940, yet the demand represented only 77 per cent of the available productive capacity. . . . If the government will require only 9 per cent of the capacity of the book paper industry in 1942, the commercial users of book paper will be able to secure 91 per cent of capacity production, which is an increase of 14 per cent above 1940 orders for commercial use."

This does not mean that no change will occur in the library—and textbook situation. Some changes already have been noted. It has been estimated that because of scarcity of bleaching materials and rising labor and material costs, the cost of making a book has increased at least 35 per cent within the past few years.

Accordingly, the wise school executive, even though he may feel assurance that he can obtain new books in 1942, will plan to have his book appropriations increased for the next twelve months to meet present and possible future price increases.



Maumee High School, Maumee, Ohio. — Britsch & Munger, Architects, Toledo, Ohio.

The Public Relations Job of the School Director¹ W. D. Asfahl²

Unique, indeed, is the position of the school director in American life. There is no other public office comparable to it from the standpoint of the importance of the responsibility assumed and the time and effort expended without financial remuneration for services. True, there are a very few who are paid for their services, but the vast majority of the over 400,000 men and women serving on boards of education in the United States do so gratuitously.³ Nevertheless, boards of education constitute a highly select group, for only public-spirited individuals imbued with a generous spirit of service are attracted to school-board membership. It is the genius of free American education that it shall be locally controlled by popularly elected boards of education serving without pay in the interest of the children of the community represented.

Despite the fact that the school director performs a free service, there is no other public institution which the people are so prone to criticize. Moreover, they become extremely vocal at times and divide into groups highly emotionalized and dangerous to the interests of the school. People are vitally interested in their children and demand at all times what they think is justice. Broad discretionary powers are exercised by boards of education. Only a very small portion of their actions are specifically regulated by statute. Thus, the public does not always agree that the directors have used proper discretion. Herein is the reason why the public-relations job of the school director is vital to the successful and smooth operation of the schools and essential for continued public confidence in, and respect for, his acts as a board member. Indeed, the public-relations aspect of school-board membership is one of the most, if not the most, important aspect of such service. He or she serves as a chosen representative of the people, and therefore, needs to know their attitudes and opinions regarding the schools and to provide the necessary information which will enable them to formulate intelligent attitudes and opinions.

Need for Common Understanding

In a recent issue of the *SCHOOL BOARD JOURNAL*, it was stated that "the process of improvement consists in creating a better understanding of the nature and needs of education and the actual practice of the partnership principle." Common understanding of the problems and achievements of the school results from the interpretation of these matters to the public. Public confidence cannot be maintained long without such a policy. Public education rests upon public opinion,

and the existence of a favorable public opinion depends upon the maintenance of a well-informed public.⁴ So, the first task of the school director is one of keeping the public informed of the purposes, value, conditions, and needs of the school.

Particularly helpful to establishing and maintaining public confidence is the interpretation of the established policies of the school system. If such policies do not exist the director's function in this respect is to see that wise policies are established, carried out, and that the public understands them. Institutional pride, standards, and traditions are possible only when such a situation exists.

Vehicles of Social Interpretation

School directors are usually very busy people and, therefore, must be cognizant of the most effective vehicles of social interpretation. What are some of the avenues or vehicles of information at the disposal of the school director? Some of the more important are leaders both vocal and nonvocal, publications, gossip, minutes of board meetings, news releases, the personal contacts of the board member, public gatherings, and discussion groups. Naturally, the size of the community, the type of population, etc., determine the efficiency of each of these avenues of social interpretation.

Community Leaders

Community leaders play a more important part in social interpretation than is usually recognized. Establishing rapport and mutual understanding with the leaders in a community is, in a measure, the same as contacting each of the school patrons, for these leaders have the confidence of their followers and pass on to them the information they have and at the same time learn the reactions of their group. Community leaders are focal points of public opinion, making contact with them indispensable to the school director in disseminating facts about the school, and in obtaining reactions to situations as they arise.

It is important to recognize that there are leaders in all areas of community life and that each is more or less concerned with the program of the school. A director should preserve contact with the political, the financial, the ethical, the civic, the press, the social, the youth, and fraternal leaders. Often neglected are what may be called nonvocal leaders. These persons have their following and carry much more influence than their audibility would infer. The schools belong to all the people and school directors should represent all the people and consider their wishes and needs. So long as the school is capable of interpreting itself to society at large it will function effectively.

Just being able to name these leaders is

inadequate for an individual has multiple attitudes depending on the nature of the group in which he is acting. Thus, the director increases his effectiveness through knowing each personally.

Publications

Publications are useful in giving information to the public about the schools. The expense involved is prohibitive for the small school except for a duplicated bulletin, which has its limitations. Large systems are able to publish information about the schools which the public needs to know in order to formulate intelligent conclusions about the program of the school. Some of these publications are outstanding from the standpoint of material selected and effectiveness of presentation. Pictures are used to carry the ideas in a convenient and understandable manner to the lay reader. A board of education does well to consider its publications and to insure a media through which the public can be informed.

Gossip

A third vehicle of information about the schools is the problem of gossip. The importance of gossip as a source of information or misinformation about the schools is in inverse ratio to the size of the school community. The smaller the community the more prevalent is gossip, as all recognize. Because of the personalized nature of the small community it is important that school directors in such areas be well informed on educational matters and ever alert to untruths or misinformation which may circulate. The only antidote is to keep the public well informed of the facts about the schools.

What About Board Minutes?

Board Minutes. The minutes of the school board should be something more than a written record of board proceedings to be kept in a dusty file for use solely by members of the board or school authorities. Board meeting minutes are published, where it is feasible to do so, in order that the public may know the actions of their chosen representatives. It might be argued that some matters handled by boards of education are of such nature that it would be injurious to the school or to individuals if the public sat in on these meetings or read the minutes. These situations can be met through executive sessions of the board, and such sessions should be held from time to time.⁵ At least, each member should keep a copy of the minutes of board meetings. With these at hand he can be safe in reporting actions or policies of the group. Trusting one's memory often causes friction and misunderstandings; it is much wiser to play safe.

The Press. Many schools have an agreement with the public press whereby prepared

¹Abstract of address before the Colorado Association of School District Boards, Grand Junction, October 22, 1941.

²Superintendent of Schools, Delta, Colo.

³Mendenhall, *The School Board Member*.

⁴Moehlman, Arthur B., *Social Interpretation*.

⁵Engelhardt and Engelhardt, *Public School Business Administration*.

releases are given to the press at stated intervals. The news releases can be effective devices in a program of educational interpretation. On the other hand, there is ample evidence that the public finds them lacking in reader interest.⁶ Evidently, those who prepare them do not have a "nose for news" so to speak. The school director is a lay person and should be able to suggest to professional employees of the schools the type of news in which the public is interested. He can help greatly in this respect.

"Anticipation" is an important word in the realm of public relations. These news releases should present news about the schools in a systematic and organized fashion. Those in charge of the schools know, or should know, what situations will arise and should anticipate these situations with proper information to the public. Just writing up what seems interesting at the moment only leaves the public bewildered. The "organized fact" policy is far superior and more helpful.

Sometimes a board is confronted with an unfriendly press. The best policy in such instances is to seek a cooperative attitude through a complete presentation of the facts which may or may not be used for publication. However, a vigorous and consistent policy of giving complete and accurate information to all units of the press will eventually win cooperation and defeat selfish and unfair criticism of the schools.

Contacts of the Board Member

Another important phase of interpreting the schools to the community is the personal or individual contacts of the director, i.e., those informal contacts of the board member outside of official board meetings where the director speaks as a layman and without the authority of a board member. Too often the director forgets that he does speak as any other lay citizen excepting when he is in an official meeting of the board. It is true that patrons often expect the director to exercise authority on school matters individually and without consulting the entire board. To be tactful and satisfying to some patrons without making a commitment which would later embarrass the board is not always easy. Individual contacts are important when they are used to listen, interpret, and inform; misuse of them leads to dire results.

Public Gatherings and Discussion Groups

Another vehicle of information useful in a program of social interpretation for the schools is public gatherings and discussion groups. When a school patron comes to the school to attend a program, a play, a musical, an exhibit, or an athletic event he gathers insight into the work of the school. His reaction to what he sees and hears on these occasions is important for the director to know. School directors who do not attend school functions and mingle with the patrons are omitting an important and useful phase of their work. Although the above are the

most important vehicles of social interpretation at the disposal of the school director, there are others which the director will use to advantage. Suffice it here that he should keep open all available contacts and utilize them for giving information about the schools and for getting reactions and attitudes which the people hold toward the schools. Furthermore, he must keep in mind that the public-relations job is, as Moehlman says, "a program of adult education in which all are kept aware of their socio-civic responsibilities as regards education which is only one of a series of public institutions of whose values and needs the people must be kept informed." It is impossible to prescribe the exact program of public relations for all communities. All that can be done is to call attention to the basic principles of a sound policy of social interpretation of the schools for the director to follow in making a "custom-built" plan for his particular community.

What Facts Should the Public Know?

The fundamental principles and methods of good public-relations programs and the vehicles useful in such programs have been considered. Let us now think of some of the facts which the public needs to know about the schools. The public should know all of the facts about the schools, at least those facts which are of general concern and interest. In other words, a sound public-relations program should include "an all-out" fact program. Such a policy is not altogether common to schools when we study them more closely. For the public to form sound judgments about its school it must know the whole truth, even though it may have its undesirable aspects. Therefore, the wise director seeks complete information for himself and for the public.

Not only must the public know the needs and accomplishments of the school, but the school authorities must likewise realize the community's needs and efforts. The program of interpretation for the board member is a two-way affair with the board member giving information to both the public and the professional educator.

Other pertinent facts to be explained and called to the public's attention include information relative to policies for the use of the buildings and equipment by others than the pupils of the school, policies of textbook selection, transportation of pupils, enrollment trends, and financial matters. The public also wishes to know how the schools' standards compare with those of other schools, the actions taken in board meetings, the needs of the school, immediate and future, and the plans of the directors for meeting these needs. Proper contact and rapport with the community will reveal other information desired in the specific community.

Some Dangers Involved

There are some warnings of dangers to be avoided in a public-relations program which deserve special attention. One of these is what may be called "institutional lag." That is, the tendency of institutions such as

schools, to ossify, so to speak, by their very nature and fail to adjust readily to changed conditions and needs. Vigorous and progressive leadership will stimulate the process of change and reduce the lag between community need and educational effort.

A second danger is harmony and conflict. Some directors are devoted to complete harmony on the board and in the community. It is doubtful if such is possible or desirable. For example, people are certain to have some differences of opinion. The important thing is that when action is taken that there be full support given until such action is altered. Too rapid and radical action are often checked by diversity of opinion. Therefore, the director should not be alarmed by a reasonable diversity of opinion on the board or in the public mind. His task is to understand the different points of view and to seek a clear understanding of all the facts in the case and to preserve a unanimity of feeling after a decision is made.

Some conflicts arise despite the best efforts of the directors at social interpretations. In each case, at all times, interpretation, understanding, and an objective attitude are prerequisite to solution. Herein lies a broad field for the director. He should carry an "oilcan" in place of a "monkey wrench."

A danger in public relations is that of high-pressure campaigns organized to put over some special program or idea. It is well to remember that a sound public-relations program must be constant, consistent, and free from the high pitch of emotionalism generated through high-pressure campaigns. These always have their reaction and serve to destroy public confidence in the long run.

There always are those individuals and groups who have an ax to grind and sometimes use the schools to accomplish their purposes. When such situations arise, the board member has his real opportunity for educational statesmanship. He can then courageously protect the interests of the children and the taxpayer and make clear to the public just how things stand. The director, in such instances, should serve as the buffer between the school and those persons with selfish interests.

Finally, there is the danger of failing to recognize that the individual school system served by a director is a part of the county, state, and national scheme of education. Local boards owe something to other boards of education in their immediate vicinity and to the state and the nation. Making known local problems to other boards in the state and nation through organizations designed for the purpose enables all to cooperate in discovering solutions to common problems, and furthermore, inspires public confidence and lends prestige to the work of school directors at home and in the nation at large. School directors have an important trust and so do those classed as professional educators. If they fail in their duty to youth and their responsibilities of social leadership, "they shall drift, and not too slowly, into an American brand of totalitarianism which will put an end to local

(Concluded on page 72)

⁶Kemp, W. Marvin, "A Weakness in School Publicity," *The Nation's Schools*, Oct., 1941.

Why Not Write Better School-Board Minutes?

Roald F. Campbell¹

With some 126,000 school districts in the United States the writing of school-board minutes is an important procedure. All too often the minutes are poorly written, and they do not give an official record which is clear, concise, legally satisfactory, and easy of reference. In this article the steps necessary in securing adequate minutes will be treated under five headings as follows: (1) preparation before the meeting, (2) the running account of the meeting, (3) writing the minutes, (4) submitting minutes for approval, and (5) format to be used.

A few days prior to the school-board meeting the secretary, often the superintendent in smaller districts, should prepare an agenda of the business before the board and each board member should be supplied with a copy. Many items of a minor character may be listed by a topic only. Other items may need to be supported by facts so that board members may see the situation quite clearly. When new policies are being considered an exact statement of the proposal should accompany the agenda. With materials of this kind in the hands of board members, administrative officers, and the secretary, the keeping of the record during the meeting is simplified.

If the school board is so organized that deliberation takes place in committee sessions, the secretary should attend each meeting and keep the record of all committee transactions. If the board functions as a committee of the whole, then, of course, the secretary should be present to keep the record. In either case the secretary should make notes on the discussions which take place. Seldom will a verbatim copy of a discussion be needed. A verbatim copy of every motion, which should include the name of the person who made the motion, who seconded it, and the roll call on the vote, is desirable. Furthermore, all resolutions or statements of policy should be kept verbatim. If, for the most part, these items are made part of the agenda, they are easily referred to during the meeting.

As soon as practicable following the board meeting the secretary should write or dictate the minutes. If he has stenographic assistance, he might from the notes he has made, dictate a brief summary of the discussion which preceded action on any question. Then the verbatim copy of the resolution, a statement of policy, and subsequent motion and roll call can be supplied. If the secretary has no stenographic help he will, of course, need to do this job himself.

After the minutes have been dictated copies for each board member and each administrative officer should be made. These copies may then be mailed to board members for their

information and approval. Such a plan saves the time usually consumed in reading minutes and merely requires a motion at the next meeting that the minutes be approved. After board approval is given the minutes are then placed in the minute book. If a loose-leaf book is used, the sheets upon which the minutes have been duplicated may be punched and placed in the minute book. If this procedure seems too complicated, or requires more stenographic help than is available, the secretary might type the minutes in the minute book and read them for approval at the next board meeting.

From the standpoint of usability perhaps the format used in writing the minutes is more important than any one other thing. Several suggestions are made:

First, the minutes should be kept in a loose-leaf binder, preferably of letter size. Larger binders tend to become too heavy and cumbersome to handle. These binders should be given a volume number and paged by volumes. Thus, for example, anyone might refer to volume 14, page 241, etc. The shelf backs should be clearly marked and the year added.

Second, the minute book should not be cluttered up with pasted-in reports. If these reports need to appear in the minutes, they should be copied or retyped so that the style of the minutes may be kept uniform and neat. Most of these reports could be preserved in another way, and cross reference made to them in the board minutes.

Third, marginal headings should be employed in writing the minutes. These headings greatly increase the ease with which any item may be found in the minutes. To be most serviceable, the headings employed should be terse and specific. Thus, a heading like "Personnel Report" is not particularly useful, whereas the heading "Sabbatical Leave Granted John Brown, Mary Jones" would be decidedly helpful. In larger districts the minutes should also be indexed. If that practice

Request of Virginia Sinclair to Continue Teaching, after her Marriage if Husband is Drafted, Granted

A letter from Miss Virginia Sinclair was read. Miss Sinclair indicated that she expected to be married on January 2, 1942, but that she would like to continue teaching provided her husband was drafted into military service, otherwise she would like to resign her position. It was moved by Dr. Cutler and seconded by Mr. Nash that Miss Sinclair be permitted to finish the year but that definite notice of her intentions be given the superintendent no later than December 18.

Voting Yes - Dr. Cutler, Mr. Jensen, Mr. McEntire, Mr. Nash and Mr. Stokes.

Voting No - None
Absent - Dr. Evans



DR. OLIVER L. TROXEL

Director, Department of Public Relations,
Colorado State College of Education,
Greeley, Colorado

Dr. Troxel, long a prominent and influential figure in education, has recently been appointed director of the Department of Public Relations at Colorado State College of Education.

Dr. Troxel, who is well known to all educators throughout the state of Colorado, has been extremely helpful to school boards, and has given his services wherever and whenever needed. He is an expert in the field of finance, budget building, buildings, and other technical phases of school administration. He was elected a member of the Greeley school board in the spring of 1941.

Field services will be especially emphasized by the department under its new head. In his new position, Dr. Troxel will wield an even greater influence for the advancement of education in Colorado. He has held the position of Professor of Educational Administration, and will continue to do some teaching in that field.

is followed, the marginal headings should fit into the index scheme.

Fourth, the minutes should show who made each motion, who seconded each motion, and the roll call on each motion. This roll call should be taken as follows: ayes, nays, absent, passing. Such a procedure shows exactly how each board member, who after all is a public official, performed on each issue before the board.

A brief excerpt from the school-board minutes of one district, portraying many of the suggestions made in this paper, is shown below:

¹Superintendent of Schools, Preston, Idaho.

MARY'S HUSBAND

H. E. Dewey, Ph.D.¹

Mary's mother, uneducated and conservative, is content to clean her rugs with a carpetbeater. Mary studies homemaking at the high school and uses a vacuum cleaner when she starts her own home. The beater cost 50 cents; the cleaner, \$50. If Mary and Mary's friends had not studied homemaking they would be satisfied with the carpetbeater. Since modern industry, generally speaking, is not producing to meet an existing demand, but creating demands in order to absorb its rapid production, Mary's purchase of a vacuum cleaner acts to stimulate the production of vacuum cleaners. So it is with thousands of other products. The schools play an important part in increasing demand and stimulating production.²

This blithe little story of 10 years ago was a typical illustration of the optimism of the rising business cycle, but it doesn't tell us how hard it may have been for Mary's husband to raise \$50. Apparently, assuming the effectiveness of national advertising and the pulling power of an up-and-coming school system, this was the least of the producer's worries. Charles M. Schwab and President Hoover were then talking about "permanent prosperity," "two cars in every garage," and "two chickens in every pot." There would always be a way for Mary's husband to hold on to a good job.

More than a decade having rolled around since 1930, Mary's husband, job or no job, probably owns not only an electric vacuum cleaner, but an electric refrigerator, stove, toaster, and clock, and many other electrical and mechanical gadgets, purchased at all sorts of prices on the installment plan.

Which is only another way of saying that the American people, at least those who were employed, managed to keep on consuming the products of industry right through the depression. If there is any doubt about this, simply take note of the following facts, a few samples only of the many that could be listed.

1. After the slump in the early thirties, production of motor cars reached a new high in 1937 of 5,000,000 units.

2. Electrical energy production for 1936, 1937, and 1938 was about 45 per cent above that of 1926, 1927, and 1928, advancing from 239.6 billion kilowatt-hours to 349 billion.

3. Twelve million homes had radio sets in 1930, and 28,000,000 in 1938. About 41,000,000 sets were in use in the latter year, 6,000,000 of them in automobiles.

4. The number of passengers carried on air lines almost tripled between 1933 and 1938. Air passenger miles flown more than tripled in the same five-year period.

5. The number of electric refrigerators produced and sold in 1940 was the highest in the history of the industry.

Practically all this improvement took place without the artificial stimulation of national defense production. Along with other educa-

tional influences and the increased purchasing power permitted by lower costs of living, the schools have pretty well demonstrated that Hoover and Schwab were not overoptimistic. In spite of the general anxiety over a disturbing world disorder, there was relatively little reduction in the standards of living of the population as a whole.

Five Prosperous Years

Historians may decide, when we get a true perspective on the past 20 years, that, except for unemployment, the past five years of the thirties were far better years from the standpoint of business stability than were the last five years of the twenties. In the twenties, the savings of capital went into the pockets of stockholders who had done nothing to earn them, and into high wages for workers in certain expanding industries; general purchasing power was high, but so were prices. In the thirties the speculative fever was kept under control by the lessons of the past and by control of stock-market speculation; savings went to the consumer and lower prices stimulated buying.³ In 1929 the investment channels were clogged with money poured into the market by 15,000,000 Americans; this money was not available for the channels of wholesale and retail trade. Inflationary tendencies in the thirties were kept under control, at least in part, by high taxes. For the three years 1926 to 1928 inclusive, commercial failures (not including banks) numbered almost 69,000 with liabilities of \$1,400,000,000. In the years 1936 to 1938 inclusive there were less than 32,000 commercial failures, liabilities amounting to only \$633,000,000. Bank failures in the same years of the late twenties were 659, as against 158 for 1936 to 1938, and the deposits involved were about one fifth those of the earlier period.⁴ Legislation helped, but probably a more conservative and saner attitude on the part of business leaders was the major factor in the improving situation.

It is fortunate that our involvement in the world war in December, 1941, came at a time when we had overcome the worst effects of the depression, and, as compared with the rest of the world, were in a strong economic position. Soon after the attack on Pearl Harbor, labor leaders and industrialists, encouraged by the White House and by strong public feeling, patched up their differences "for the duration." The demand for higher wages was forgotten for the time being, and in many war industries the 24-hour day was put into operation. Unemployment has been reduced to a point at which it is probably lower than in 1929. Estimates of the national income are as high as \$100,000,000,000 for the fiscal year beginning in July, 1942. Even the farmer is

benefiting from higher prices for agricultural products, and is being urged to produce in great quantity for the world-wide market of 1942. At least we have a job to do and a definite goal ahead, a goal demanding the utmost efficiency in the utilization of our economic resources.

Yet we are faced with real worries and with fears that cannot easily be explained away. The threat to enjoyment of our accustomed comforts and luxuries; the certainty of higher taxes and a growing national debt; can Mary and her husband take it? When Mary's vacuum cleaner gives out, will she willingly go back to the old carpetbeater to show her patriotism? Will the other young Marys now growing up be satisfied to live at what might conceivably become a pioneer, primitive standard? Perhaps when compared with the military uncertainties of a war in which the Axis powers are desperately well prepared and ruthless in the will to win, these domestic questions may seem trivial, but civilian affairs are doubly important in a war in which civilians must not only maintain a high morale, but, if need be, must actually face the threat of open attack.

Can Schools Develop Economic Intelligence?

Education, so efficient in building up American standards of living, should have some sort of answer to these questions. We can only speculate as to the world of the future, but our uncertainty should not lead us to neglect preparation for those conditions which lie immediately ahead of us. If public education makes a sincere effort to prepare for the worst that might happen, we shall at least not be caught off guard.

Even now Mary's husband is wondering what will happen to his job when peace is declared. He is not worried about maintaining his present standard of living; what bothers him is the question whether he will have any living at all when munitions are no longer in demand, and when the boys come back looking for civilian employment.

Can the schools and colleges develop enough economic intelligence to point the way through difficulties never before experienced? The success or failure of democracy depends heavily upon our answer to this question.

To counteract the prevalent hysteria intelligent teachers can at least disabuse youth and the public generally of the unreasoning fears that threaten economic stability and engender panic. Without underestimating or discounting the truly disturbing factors, they can fight the subtle propaganda that misleads by misinterpretation.

What are some of the economic "bogies" that threaten the American people?

First, the fear that it will be impossible to offset the deflationary processes that will follow the war in the readjustment of industry and agriculture to peacetime production.

No one supposes that this will be an easy or pleasant proposition, but there are plenty of precedents for a hopeful attack on this problem if the right relations are maintained between the government, industrial and labor

¹Emporia, Kans.

²Research Bulletin of the National Education Association, Vol. VIII, No. 4, Sept., 1930.

³"Productivity, Wages and National Income" (Pamphlet), Brookings Institution, Washington, D. C., 1940.

⁴World Almanac, 1940.

leaders, farmers, and the general public. To see that these right relations are made permanent after the war is a major responsibility that will fall upon the generation now enrolled in secondary schools and colleges.

The transition from inflation to orderly deflation has been made several times before in our history, and there are warning signs and guideposts along the way. It is a fallacy to conclude that all the money spent for war purposes is gone forever, and that there is no economic return to the public. Ships carrying cargoes are as useful in peace as in war, and, so far as we can see ahead, they will need the protection of a powerful navy. Airports and planes of most types will furnish transportation facilities required by a fast-moving population. Demobilization of armies is a longtime process and substantial numbers of men will be needed to be kept permanently under arms. Trucks, tractors, clothing, and a long list of other articles are convertible, though not without some economic loss. The dislocation caused by the transition of human workers from military to civil life can easily be exaggerated.

Furthermore, there is no reason to doubt that in the transition skills learned in mechanized maneuvers may be developed into economic values which will become permanent. The American Statistical Association has drawn up a list of 14 "budding" industries into which pioneering efforts may be diverted. Fourteen is probably by no means a complete list, but here they are for what they are worth: low-cost housing, aviation, synthetic resins and plastics, air conditioning, television, devices using the photoelectric cell, rural electrification, agricultural machinery and equipment, Diesel engines, polaroid for glare-decreasing glass, synthetic silk, paper and paper products from slash pine, electric welding, and quick-frozen foods. It will be recognized that many of these industries are already fairly well established, and the determined efforts now being made to adapt them to war use should assure their continued improvement after the war is over. An interesting phase of our present war effort is the attempt to mobilize our most capable scientific men, and to give more thorough scientific and technical training to young men who show ability in these fields.

How to design a foolproof, attractive, and maneuverable private plane for family use will be as vital a task as the immediate problem of how to make and improve the various types of planes for use in warfare.⁶ Men who can solve such problems are not going to be idle after the war, and they are going to help to put other men and machines to work.

Taxes Not All Lost

Rationing of essential materials should not be regarded as a temporary device to force the American people to make sacrifices, but as a brake on inflation through an attempt to distribute goods equitably to all classes of the population. To paraphrase one of our leading economists,⁷ the British have discovered that rationing must be applied before scarcity actually appears. Otherwise, the poor citizen

suffers while the rich man profits and sacrifices nothing. Nothing has "strengthened national unity in Britain as much as this just distribution of the sacrifices between rich and poor." Not only is this so, but the scarcity of rubber in the United States will stimulate the improvement of facilities for producing synthetic rubber; it will lead to a vigorous effort to grow more rubber in South America and will thereby give more purchasing power to our sister republics.

Under enlightened economic leadership it should be possible to cushion the shock of falling prices and lower wages by utilizing the experiences of the past. We should know by this time that changing the value of the gold dollar or adhering to the gold standard does little to control price levels. The Federal Reserve Board now has the power to put a brake on speculative trends and to control credit, which is much more important in the long run than control of money. Now, also, we have the information necessary to adjust wages to the purchasing power of the dollar, making annual adjustments if necessary, with a minimum of government action. In connection with both wages and prices we can no longer argue as to whether the government should exercise supervision over industry as a whole; we should know that this is inevitable in time of war. After all, in a democracy government is only a reflection of public opinion.

There is no sense in making an incorrigible optimist out of Mary's husband, but if he can see the whole economic picture as it is, he can at least get a few nights of sound sleep.

Almost as strong as the anxiety about a world emerging from warfare is the fear of higher and yet higher taxes. When the fear of inflation competes with alarm over heavy taxation, the whole nation becomes disturbed. How can we ever pay the national debt through taxation? How is the man on a fixed salary to make a decent living? Can taxes be depended upon to prevent higher prices?

At first thought it might seem that the ordinary citizen or high school or college student is incapable of understanding taxation, because of the perplexing problems of incidence, shifting, regression, progression, etc., not to mention the complex nature of the many types of taxation now in use. A few of the fundamental principles, however, are simple and easily explained to anyone who can persuade himself to adopt an objective attitude on the subject.

For example, one point about taxation seems to be almost entirely overlooked by those who put out the propaganda that tells only half the story. The taxpayer is led to believe that all money paid to the government is a total economic loss, going down the rat hole of wasteful extravagance. Only a little thinking and a little skillful teaching is required to forever spike this type of propaganda. To paraphrase a well-known writer on public finance:⁸

⁶See "Your Private Airplane," by Wolfgang Lange-wiesche, *Harpers Magazine*, Jan., 1942, p. 151.

⁷See "We Must Accept Rationing," by Peter F. Drucker, *Harpers Magazine*, Dec., 1941, p. 1.

⁸Harold M. Groves, *Financing Government*, Nov., 1939.

The fact that about one-fifth of the national income passes through government hands is sometimes interpreted to mean that this large part of the income stream is diverted into nonproductive channels. The fact that people spend some of their money collectively does not mean that it is sterilized. About one-tenth of the population is supported by the public service and every private businessman has a chance to profit from local, state, and Federal contracts.

Investment in Public Enterprises Profitable

If schools and highways are as important as theaters and railroads, then public funds invested in these agencies are as productively spent as money that is invested in private enterprise. If government is forced to act to police producers in the interests of consumers, it is performing an important public service that increases purchasing power enough to be helpful to producers over the long pull. Right now social security is piling up the savings of millions of workers who will continue to buy goods during the postwar reconstruction period. If, as recently proposed, the number of beneficiaries of social security is doubled, the temporary restriction on purchasing power will not only assist in restraining inflation, but will double the amount of money available for postwar consumption.

By this time Mary's husband must have been told that when he buys a pair of shoes he is paying 126 separate taxes—the "hidden tax" bogey. The trouble is, nobody told him that while these taxes were being added to the price of shoes, the price itself went steadily down. The manufacturer paid less for raw materials, reduced the cost of distribution, probably reduced dividends, and went on serving the public at a profit. Time and again it has been shown that hidden taxes have relatively little to do with prices; the price is determined by market conditions almost entirely. It is true that contained or hidden taxes must be included in the price of the shoes, but concrete highways built with tax money enable the shoe salesman to make several times as many calls as he made when traveling by rail.

But what of war taxes? Mary's beleaguered spouse will have to dig deep for direct income-tax payments and for state and federal sales taxes which are not hidden, but right out in the open. Doesn't this mean that the American people will have to get along without many of the conveniences they have learned to take for granted?

It does. No teacher of economics or of social studies can deny it. Standards of living are threatened by world conditions to which we have too long been indifferent.

Nevertheless, we have a long way to go before our purchasing power will be greatly reduced in comparison with the rest of the world. Americans now have a greater purchasing power than all the 500,000,000 Europeans, more even than the 1,000,000,000 of Asia. The British income tax in proportion to total income is much higher than ours, and we have material wealth in the shape of oil, telephones, motor cars, railroads, metals, and machinery for processing that cannot disappear or be made permanently useless. Taxes could go

higher without becoming confiscatory, and in the meantime they should have some influence in retarding rapid price inflation.

President Roosevelt recently announced that it will take about half the national income, or \$50,000,000,000, to finance the war effort up to the middle of 1943. According to the most optimistic outlook, not more than a third of this amount can be raised by taxation; the rest will be borrowed. To raise even this third, income taxes will be boosted, various special sales taxes will be increased and doubtless others added, and it may be necessary to resort to other forms with which the American people are not now familiar. What the nation will have to learn is that this means rigid economy in nonmilitary expenditures, and also a curtailment of many of the public services now offered by state and local governments. Education, in school and out, is needed to prepare people for this heavy drain on national resources, but there is one redeeming feature; the crisis may drive home the need for a much closer cooperation between nation, state, and community in working out a scientific plan for the financing of all kinds of public services.*

The Fear of National Debt

A third fear is that of a huge national debt that can never be paid. It is customary to compare indebtedness to wealth, on the assumption that when a debt exceeds a certain proportion of total wealth it becomes dangerous to the public welfare. Every debt, however, is owed not only by someone, but to someone. The national debt is payable by taxpayers to bondholders, and to a very large extent these are the same persons.

The real test of the soundness of a government debt is the carrying charges; that is, what is the annual interest bill and how well equipped is the taxpayer to meet this charge.⁸ Before the present emergency is over the public may be spending as much as 25 per cent or more of its income to meet interest charges, but the money thus spent goes back into circulation and is used to purchase goods or to invest in industries which meet public needs. As the national income rises the proportion spent for interest charges is reduced, permitting direct investments and consumption of goods by private interests rather than taxpayers. When the flow of capital takes this direction the national debt decreases, but private and corporation indebtedness will probably rise. In 1937 the indebtedness of corporations was about equal to government indebtedness, national, state, and local. In the present situation you and I take the risk of expanding industrial production for a purpose; when that purpose is achieved the obligation of postwar reconstruction becomes a public responsibility which will test the economic intelligence of the people as it has never been tested before. If complete settlement were ever made, all debts would eventually cancel out, but the incentive to eco-

nomie expansion and improvement would be gone.

At present from one fifth to one fourth of the national debt is self-liquidating, and the same thing is true of a fair proportion of the state and local debts. Deficit financing must be continued, but it will take a tremendous amount of subtle and vicious propaganda to convince the American people that the effort to preserve democracy is not worth the entire cost. If experience following the first World War is any criterion, the gradual retirement of the national debt will have an inflationary tendency, and the more slowly it is retired the better for the prosperity of the country.

Labor Problems Less Difficult

Finally, Mary's husband is worried about the growing power of organized labor and its struggle with the industries which make war production possible. The number of workers belonging to unions has almost tripled since the first World War, although union membership still accounts for less than half of all workers supporting the national standards of living. As a rule, newspapers make the most of any labor difficulties, and the usual implication is that labor unions are the chief offenders in their interference with the urgent war program.

Statistics have shown repeatedly that labor troubles are greatest during periods of inflation and heavy production, and that they taper off when prices are decreasing and unemployment is increasing. This is to be expected, as the worker is not willing to forego the prosperity that the employer enjoys, or to permit (if he can help it) high dividends at the expense of the wage earner. Since collective bargaining and the strike are his only weapons in the battle to maintain his standard of living, he will use them with all the force he can muster.

Few employers any longer question the right of collective bargaining; the wisest are willing to pay the highest wages they can afford for efficient workers, because they know that this is the only way purchasing power can be maintained. The use of labor spies by large employers has been demonstrated to be prejudicial to the employer himself; racketeering in labor unions is meeting with strong resistance in the unions themselves; many employers have been aided in reducing waste and increasing output by cooperation of the unions; and, in spite of many failures, the government agencies organized to bring labor and capital into agreement have been on the whole successful.

We are awake as never before to the menace of unemployment, and our experience in meeting the problem once should be a powerful incentive to better methods of meeting it in the future. We used to think that high prices went inevitably with high wages, and that the rising scale of prices would invariably outstrip the increase in absolute wages. We should realize by this time that, although this may have happened in the past, it need not happen again. Both wages and prices can be regulated if we have to do it, and without using arbitrary methods; in fact, we are

accumulating experience in this field from day to day. Low prices may be perfectly consistent with high wages, history to the contrary notwithstanding. In spite of all our troubles, we are still paying the highest real wages in the world.

The Future Part of Education

These economic fears, and many more that could be mentioned, are not by any means groundless, but the question the educator must answer is how shall they be faced. Is our present school system, coasting along comfortably under the momentum of 1930, equal to the task? Will its product meet the emergency, or give up trying, and leave the answer to arbitrary leadership?

This war, world wide as it is, not only presupposes but necessitates a world-wide economic readjustment; not a League of Nations, not small nations hoping for self-determination, with all that this means in customs barriers and local jealousies. Unless American education does a superb job in showing the way to economic peace, there can be no hope of permanent political peace.

But something more is required. Mary's husband will not have an easy time of it, nor is there any hope that both individual and national sacrifices will be avoided. At times it may appear that we Americans are concerned about the threat to standards of living from a purely materialistic standpoint, and that we are too little concerned about the art of intelligent living with or without the trappings of technology. But we know better; Americans are at heart idealists. Education has a responsibility to meet here, a responsibility far more important than that of seeing to it that Mary is relieved of the necessity of leaning on a broom handle.

We have built the most prosperous nation in the world and we have a right to glow with pride at the accomplishments of our fine school systems. But what does Mary have besides a husband, a vacuum cleaner, and perhaps one or two children? What did the school give her that war, pestilence, greed, envy, and selfishness cannot take away from her? With all due respect to the optimistic psychology of 1930, people are neither satisfied nor educated by things added.

The goal of most administrators in the halcyon days was a materialistic goal; the superintendent's pride was expressed in terms of growth in school population, bigger and finer buildings, more and more costly equipment and better salaries and working conditions for teachers. Laudable ambitions, to be sure, but smacking heavily of materialism; new departments, fine cafeterias, beautiful new buses, and plenty of judicious newspaper publicity to show that things were humming.

We might as well learn, while we are at it, that such a goal might do for the thirties but that it will never do for the forties. The new streamlined administrator of the forties will need to be more of an educator even if he has to be less of a businessman. He will be more highly skilled in the protection of the public from poor teaching and in the recognition of

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*See "Cooperation vs. Competition in School Finance," H. E. Dewey, AMERICAN SCHOOL BOARD JOURNAL, July, 1940, p. 19.

⁸Harold M. Groves, *Financing Government*, Holt, 1939.

The Revenue Act of 1941 and How It Affects the Schools

Charles Ethington¹

The Revenue Act of 1941, signed by the President, September 20, 1941, contained several old excise taxes, as well as a number of new ones which affect the public schools. All of the 1932 excise taxes are made permanent. With but a few exceptions all of the taxes went into effect October 1, 1941.

Every individual charged with the responsibility of purchasing for his school, should have a thorough understanding of the act. The public schools are exempt from most all of these taxes, but unless we know what items are taxed, we will not be in a position to claim exemption. Most of the retailers and jobbers who sell to the public schools are not familiar with the act. Inasmuch as our individual school districts receive the benefits, it behooves each of us to know on what, when, and how to claim exemption.

There are two kinds of taxes—manufacturers' excise tax and retailers' excise tax.

The manufacturers' tax is based on the price the manufacturer, producer, or importer receives for the product which he sells to the retailer. This is *very important*, as some retailers will lead you to believe that the tax is based on the manufacturers' cost price, the retailers do this so that the schools will not know how much profit they are making on the article. In the event you permit the retailer to file his claim in this manner you will not receive as much tax exemption as you are entitled to under the law. Schools should demand that the retailer submit a sworn itemized claim showing the manufacturers' selling price, the federal tax, and the dealers' gross profit. If a claim is filed in this manner, you can then disallow the federal tax and fill in the proper exemption certificate for the amount of the tax. The retailer can then send this exemption certificate to the manufacturer and receive proper credit. The manufacturer will claim exemption from the Federal Government.

The retailers' excise tax is based on the retail price of the article. Exemption can be obtained by filling in the proper exemption certificate. However, the items listed under the retailers' excise tax would not ordinarily be purchased by the public schools.

The following are the federal excise taxes from which exemption may be claimed:

| Manufacturers' Excise Taxes | |
|---|-----------------|
| Business and store machines..... | 10 per cent |
| Electric, gas, and oil appliances..... | 10 per cent |
| Electric light bulbs and tubes..... | 5 per cent |
| Electric signs | 10 per cent |
| Firearms, shells, cartridges..... | 11 per cent |
| Gasoline | 1 1/2c per gal. |
| Inner tubes (also see tires)..... | 9c per lb. |
| Lubricating oils | 4 3/4c per gal. |
| Luggage | 10 per cent |
| Matches, paper or wooden..... | 2c per M. |
| Matches, wood with fancy or colored stem or stick | 5 1/2c per M. |
| Mechanical refrigerators, air conditioners, and parts | 10 per cent |
| Optical equipment (not including eyeglasses) | 10 per cent |

| | |
|--|-------------|
| Phonographs and phonograph records..... | 10 per cent |
| Photographic apparatus | 10 per cent |
| Pistols and revolvers | 11 per cent |
| Radio receiving sets, tubes, parts (including automobile radios)..... | 10 per cent |
| Rubber articles (except footwear and articles for surgical or hospital use)..... | 10 per cent |
| Motor vehicles: | |
| Passenger automobiles — chassis and/or body | 7 per cent |
| Buses, trucks, and semitrailers chassis and/or body | 5 per cent |
| Automobile parts and accessories (except radios, tires, and inner tubes)..... | 5 per cent |
| Tractors (kind chiefly used for highway transportation) | 5 per cent |
| Motorcycles | 7 per cent |
| Musical instruments | 10 per cent |
| Sporting goods (except uniforms and sport clothes) | 10 per cent |
| Tires (see also inner tubes)..... | 5c per lb. |
| Washing machines (kind used in commercial laundries) | 10 per cent |
| Retailers' Excise Taxes: | |
| Furs | 10 per cent |
| Jewelry | 10 per cent |
| Toilet preparations | 10 per cent |
| Other Excise Taxes on Sales: | |
| Bituminous coal | 1c per ton |

Excise Taxes on Facilities — Services

| | |
|--|--|
| Telephone and telegraph service: | |
| Local telephone service, including calls for which the charge is less than 25 cents... | 6 per cent |
| Long-distance telephone service, for which the charge is more than 24 cents..... | 5c for each 50 cents or fraction thereof |
| Leased wire and teletype-writer, etc..... | 10 per cent |
| Telegraph, cable, and radio messages..... | 10 per cent |
| Wire and equipment service (burglar-alarm, or fire-alarm service)..... | 5 per cent |

Safe Deposit Boxes. The tax on rental of safe deposit boxes is increased from 10 to 20 per cent effective October 1, 1941. There is no specific provision in the law granting exemption, neither did Section 741 of the Revenue Act of 1932 allow you to claim exemptions. Some banks do not charge schools the federal tax, but, if they do, there is no way provided in the law for claiming exemption.

Electric Energy. The excise tax on electric energy is changed from 3 per cent permanent plus 1/3 of 1 per cent "defense" tax to a permanent rate of 3 1/3 per cent. This tax is imposed upon distributors of the energy except publicly owned utilities. Schools are exempt from this tax. In cities where the electric company attempts to absorb this tax as a part of its expense, it is almost impossible to secure any tax deduction or refund on your electric bills.

Excise Taxes on Use of Motor Vehicles and Boats. Taxes are imposed by the new Revenue Act upon the use of motor vehicles and boats on and after February 1, 1942. The tax is \$5 per year on motor vehicles. The taxable year runs from July 1 to June 30. Taxes are payable by the owners, but the public schools are exempt from this tax. Stamps in the amount of \$2.09 have been sold beginning January 26 to cover the tax to June 30, 1942. After that, motorists will purchase a \$5 stamp for the succeeding fiscal year. In December the federal treasury ordered plans held up for collecting this tax. Congress in passing this

tax did not appropriate funds for its collection. A subcommittee has refused to report out a special measure, providing \$4,300,000 for compiling lists of the owners of the nation's automobiles. There is also a bill pending in Washington for the repeal of this tax.

Admission Tax

Local units of government will be obliged to collect the federal admissions taxes on and after October 1, 1941, wherever admission is charged to any auditorium, school entertainment, recreational facility, or other place operated by the municipality.

Rate of tax: No tax applies on admissions of the following persons free or at reduced rates:

- Bona fide employees of the facility itself
- Children under 12, if admission is less than 10 cents.
- Bona fide municipal officers on official business

Uniformed members of U. S. Military or naval forces

Uniform members of the CCC

Equivalent tax: When persons other than those just enumerated are admitted free or at reduced prices, an equivalent tax shall be collected equal to the tax on the regular admission price.

Box seats: Permanent use or lease of box seats is subject to an 11 per cent tax rate.

Income-Tax Information

Municipalities, school districts, as well as all other employers must hereafter file information returns on employee earnings, when the earnings amount to \$750 or more a year. The returns are filed with the Bureau of Internal Revenue annually on forms which the bureau supplies.

The Revenue Act of 1941 makes various other changes in the tax structure which do not directly affect the municipality. Included are changes in rates of income taxes, gift and estate taxes, the excess profits tax, capital stock tax, liquor, playing cards, and cabaret admission taxes. New taxes are imposed upon bowling alleys, pool tables, pin-ball machines, slot machines. Other existing excise taxes, such as those on cigars, cigarettes, deeds, and pipeline transportation of oil, will remain at present rates. *Public bodies do not pay the tax imposed for the recording of deeds.*

Bituminous Coal Act of 1937

The Bituminous Coal Act of 1937, provides for a federal tax of 1 cent per (2000 lb.) ton to be paid to the U. S. Treasury by the producer. Paragraph 11339 of Chapter IV of this Act exempts schools from payment of this tax. Exemption can be obtained by filing the exemption certificate as shown in Paragraph 11340 of Chapter IV of the above-named Act.

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¹Clerk, Board of Education, Enid, Okla.

HE NEEDED A SECRETARY

By the Bookman

"I don't need any books," Supt. Smith insisted as soon as he saw me enter the office, "but I do need a secretary. Come in here and let me tell you about it."

As soon as our posteriors were properly placed he explained his situation.

"You see, Jim, it's like this. My present secretary is getting married. Why is it, I ask you, that home-economics teachers and secretaries are always getting married? Somebody ought to write a thesis on that administration problem. Anyway she is, and you know Irene well enough to know she's not going to be easy to replace."

"Now comes a new complication. The president of my school board has a niece—nice girl too—just completing her course in a commercial school. She hasn't any job in prospect and he thinks it would be just fine if we took her on here. For one thing she'd be glad to work for less money than we are paying Irene. And I haven't any particular reason for not employing her other than her lack of experience. But just the same I'd like to pick my own secretary. Now, how would you suggest I handle the situation?"

"First let me ask a few questions," I responded. "How many secretaries have there been in the office here in the past ten years? Who has hired them? What have been their qualifications? Is the work they have performed sufficiently important and confidential to warrant any qualifications being set up?"

From here we went on to outline a procedure that would: (1) establish justifiable occupational standards, and (2) relieve the superintendent of much of the pressure influences that might otherwise operate. Briefly and specifically Smith would recommend to the board that the position of personal secretary to the superintendent be open only to one: (1) who has the equivalent of one year's training beyond high school, (2) who has at least six months' office experience, and (3) who has been nominated by the superintendent to the board.

My experience as an itinerant school visitor has caused me to note a number of features about the school office secretary not always observed by those living in one particular community.

First, is the extreme value to the school in general and to the superintendent in particular of the person who meets the visitors, examines and prepares the mail, and records most of the school statistics. While younger in years than the superintendency, the office of secretary to the superintendent is rapidly taking on an occupational status of no mean dignity. In fact, folks in the community as well as in the school are frequently coming to feel that they prefer to go to her than to anyone else when they want certain kinds of information or guidance. I don't think I am

employing overemphasis when I say that in a fair fraction of school offices, the services of a superior secretary are keeping superintendents in peaceful employment who might otherwise be either on the anxious seat or in some other work.

A Matter of Personal Interest

Another notable aspect of the school secretary is brought to mind by the situation described in the introduction to this article. Her selection is one in which the school board feels a personal interest. It's one place where nepotism and the "home-town girl" influence seems acceptable, if not proper, with resulting difficulties affecting the appointment. The board member who would never think of nominating an industrial training instructor has no hesitancy in naming a candidate for secretary to the superintendent and urging her selection.

Still another common factor affecting this job is the low pay commonly associated with it. I am speaking now of the typical village and small city community. Most of the board members can distinctly remember when the superintendent did his own office work. His early secretaries were part-time employees or commercial department students getting practice. A wage equivalent to that paid a classroom teacher, modest though that may be, seems out of line with the brief tradition of this occupation.

If the community, the school board, and the school superintendent all take the office secretary more or less for granted as a relatively inferior school employee, the reverse is true of the bookman. He notes in her the reflection of her superior officer. If she is neat and personable, pleasant and responsive in manner, prompt and efficient in action, happy and good natured in disposition, he knows she either has a good boss or is in the

process of making one. If she lacks these qualities he wonders whose fault it is.

But to return to Supt. Smith. My final admonition to him was to suggest to his board president that the two of them visit the school at Potter's Junction, just 20 miles away. There they would find one type of office secretary. Her name is Marvel. And truly does she earn it, for she is marvelous! Her chief is almost never in, and she never knows where he is, nor when to expect him. Her gum-gnashing teeth are timed with the pendulum of the clock—and are just as persistent. Her principal function seems to be to raucously entertain dawdling high school girls with stories about "he sez to me." The casual caller is an imposition on her time unless he gives promise of being an unattached male with a "line." She receives a very small wage, but is not underpaid.

Chief Qualifications of Secretary

After viewing Marvel, my further suggestion was they return and spend part of a day viewing Irene at her work in the outer office. There he would note the ready smile of welcome and the prompt offer of assistance that would greet each caller. He could discover the many names of callers Irene could call trippingly from the tongue. He would marvel at the varied types of service she so unhesitatingly performed all during the day. Her patience, her meticulous attention to good order and detail, her pleasant voice, her sense of humor, her good judgment in allocating duties she could not herself perform, her tact, and her unquestionable loyalty would, we both felt, win the president's enthusiastic recognition.

"And she's giving all that to Bill Jones for board and room," Supt. Smith remorsefully reflected.

"Yes, but let your board president appreciate the fact, as he probably will without insistence on your part, that you shouldn't expect all that from a girl just out of high school getting a wage of two dollars a day. A good office secretary may or may not be a thing of beauty, but she certainly is a pearl of great price and a joy forever."



Board of Education, Goose Creek, Texas.

Left to right: Roy C. Elms; Theo. Wilburn; A. C. Lovering, secretary; Mrs. J. J. Jones, assistant to the superintendent; Dr. N. S. Holland, superintendent; R. D. Martin, president; L. M. Loy, business manager; W. K. Robbins, vice-president; J. C. Slone; A. O. Dunaway.

The Rise and Decline of School Democracy

Joseph J. Romoda¹

"That most authoritarian of U. S. institutions, the American public school . . ." is the comment that introduced a story on education some months ago in a nationally known news magazine. Although the magazine's implied indictment may have caused many a citizen to raise an eyebrow, it apparently went by without reader retort. Not one letter in rebuttal appeared in the next several issues although the magazine weekly publishes an ample section of letters to the editor.

Well, Messrs. Principal, Superintendent, and Board Member, you set and administer the policy that schools follow, what about it? Partially responsible as you are for the continuation of the American way of life, it is fitting that you constantly inquire whether your policies provide *real* opportunities for pupils in governing themselves and in planning their day by day school life.

One technique for pursuing such an inquiry is to look through the eyes of recent high school graduates. The task set for this article is to present student views on the topic, "Was My High School a Democracy?" Certain questions, posed in advance, might help the reader guide his thinking as he reads the student data. Ought pupils be consulted on policy before it is set for them by their elders? Is it necessary that the board of education and its administrative officers explain clearly to pupils the reason for certain rules regulating pupil behavior? Do pupils feel their schools are democratic or authoritarian? Would it be well for policy-making boards of education occasionally to survey pupil opinion? Should the school be the *least* authoritarian of U. S. institutions? Is the school the place to send some learned foreigner to show him what a democracy is?

Forty students in the first year of their preparation for teaching were asked to write on the topic ("Was My High School a Democracy?"). Excerpts have been taken from several papers selected at random. In addition, the best paper of the entire lot is quoted extensively. To quote from 40 papers was impossible; and to present only statistical summaries would destroy the life of the data. So with these limitations—let the students speak!

The first excerpts are from the best paper. Note particularly the hint that there may be interrelated levels of democracy with faculty-pupil relationship involved on one level, pupil-pupil on another, and faculty-faculty on a third.

Getting at the Roots?

If a true democracy means self-government by the students collectively or through elected representatives, then my school was not a democracy at all as it provided for no Student Government. As nearly as I can recall, such a thing was neither expected nor desired very greatly. There was no precedent for it; the principal had always decided what was to be done and while many times certain students disagreed with him, no one within my acquaintance ever seriously believed he or she could do a

better job himself. If we define democracy as political and social equality, then perhaps the school makes a slightly better showing. Every student was treated as equally as possible in the classroom. Participation in team sports and in plays based for the most part on ability and not on favoritism; naturally there were some teachers with a few "pets" as there probably are in any school however ideal. In class elections everyone had the right to vote and all had an equal chance at offices. But if we can fairly say the faculty treated the students in a manner to insure equality of opportunity, it cannot be said that there was a true democracy among the pupils themselves in social matters. As is usual with adolescents of this age, there were quite a few *cliques* made up of the girls from the better families of town. Fairly definite *crowds* of both sexes were much in evidence as might be expected.

My former school would not tend to develop self-directing citizens. Self-direction involves controls from within and this school emphasizes control from without. Pupils must sit in their seats in stiff, orderly rows and keep quiet except when called on. In study halls they must study and not read books. Everywhere the teachers tell them what they ought and ought not to do. Disobedience brings about a swift punishment such as staying after school. This tends to develop a certain amount of sneakiness and the idea that anything is all right if you can get away with it. The fear of doing evil, not of getting caught, should restrain one.

The next excerpt indicates what might occur when a minority group is "slapped down." The situation has parallels in adult life.

Sit-down Strike, a Technique of Minority Group Pressure

Library permissions in my high school were given in accordance with class standings; Seniors first opportunity, Freshmen last. The result was that Freshmen and Sophomores were unable to gain library permissions. These lower classes set out to do something about this discrimination.

The Student Senate was divided in the same fashion as the study halls into two houses, upper and lower. When the lower house attempted to put through a bill correcting the system of library permissions, the upper house defeated the measure. The lower house refused to give up their fight and carried it to the members of the faculty, who vetoed it, but the pupils still refused to give up the fight.

The following day, all the members of the lower house cut classes and walked into the library at the beginning of the first period. All available space in the library was taken. When the second period began and the members of the lower house were still comfortably seated about the library, a teacher sent a complaint to the principal's office. The principal on learning of the incident expelled the lower house members from school. . . . Later the students were allowed to come back and equal permissions were given to both study halls.

Occasionally, administration is so busy that insufficient explanation accompanies regulation. Note the next student's irritation about yearbooks.

The board of education and principal laid down the laws which were rather confining. For instance, we were not allowed to use advertising as a means of raising money for our yearbook; we had to sell the books which had cost \$2 apiece for the printing for 35 cents!

How to keep the electorate sufficiently interested when government is by representatives, is a problem of democracy that occurs in the school. Both Congressman Fish and Senator Reynolds have been strongly assailed in the past year for voting contrary to the beliefs (as found by a famous pollster) of their constituents on a vital measure. If casting a ballot ends the responsibility of a citizen, then, of course, the representative is on his own at least until he makes a major mistake.

Does Duty Begin and End at the Polls?

I remember a boy came into my home room when I was a junior, to do some election campaigning. Since there were about 2500 pupils in the school, I didn't know the candidate, or whether he was the right man for the

job or not. As I remember it, after he did get into office, I never heard of him or his platform again. No one ever invited the members of the school to attend the meetings of the council, so no one who didn't have a special interest bothered going. Where there is no interest, there will be no action, certainly. I wasn't interested, so I never bothered about it. I made a mistake in that, but it wasn't altogether my fault.

Do Students Welcome Faculty Participation?

Although they had been invited to join, and there were more than 100 pupil members, no faculty member took any part in the club. Thus, the bids thought it wasn't worth much, if none of the teachers belonged. . . . Interest dwindled.

Policy makers sometimes hire an administrator, who, presumably to make an impression, imposes too sudden changes on the school. Sometimes these changes are reactionary as well as sudden, and lead to considerable irritation, as in the following case. The issue is whether the school should adjust itself to pupils or make pupils adjust themselves to the school. Compromise is in order.

In my senior year, a new principal was selected and he made out all the courses for all the students. There was some slight leeway but only within very prescribed limits. When I first came into contact with this arrangement, I was a little surprised, for Mr. —, the former principal, had permitted much more leeway. I was a senior, and not affected by the change, since I knew what courses I was to take for the last year. However, my sister who was beginning her sophomore year, was tendered a card with a complete schedule of courses and the times at which they were to be taken. She would have preferred to take certain courses, and she wanted her study halls spaced more evenly throughout the day. There was no choice. She went where she was assigned to go. Here, right at the outset, she was denied certain opportunities to regulate her own school work. She had had one year of the former freedom, and resented the restrictions.

Other excerpts follow under separate headings.

A Charge and Some Proof

The high school which I attended was not a true democracy. There were a number of things that made it undemocratic.

One leading one was the refusal of faculty and principal to allow the organization of a Student Government. The control of the pupils was entirely in the hands of the faculty and there was no way for a student to voice his opinion. Attempts by a student to rebel against an order of the administrative force was met by the student's expulsion from school. The conduct of the student from the time he entered until he left school was outlined by the faculty.

Let us take a day in the life of an ordinary student at the school I attended. School begins at 9 o'clock but the student is not allowed to go upstairs to his locker until 8:45 regardless of what time he arrives at school. He must be seated in his own chair, in his home room at 9 o'clock for roll call. First class begins at 9:03 and he must be at his first class and seated when the 9:03 bell rings. If he was slow walking between classes or lingered at his locker to pick up some supplies, he must go to the principal's office and obtain a pass with an explanation of his reason for being late.

The pupil is not given a chance to tell his side of the story or to be judged by his peers. A teacher's word is enough to convict and a pupil apologizes to the teacher for his disobedience even though it might have been the teacher's fault.

The school newspaper is a student project but the principal has such a control over it that it expresses, not students' but the opinion of the administrative body.

Weeds Grow Even in a Democracy

Another thing which always "got" me was the way the office was run. Everyone had an actual fear of it, because there was such a bunch of old crabs running it. I remember being told there was a woman adviser to whom one could go and get advice on what courses to take. So I, being a Freshman, went in to see her one day. The first thing she asked was what I intended to do when I

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The School-Board Member Looks at Statistics

R. L. C. Butsch, Ph.D.¹

V—More Complex Forms of Graphs

The previous article on graphical representation was limited to the simple case of the comparison of two magnitudes, in order to make clear the various types of figures which may be used for that purpose. In actual practice, of course, such simple numbers as were used would hardly need to be presented graphically; the comparison would be clear from the mere statement of the quantities themselves. However, the principles of effective representation illustrated are equally valid when applied to more complicated sets of data. The present article will extend these principles to more complex situations.

Simple Comparison of More Than Two Magnitudes

Suppose, for example, that the superintendent, in his report to the board, wishes to represent the enrollment by grade in one particular school. His data might be those of the column headed "School A" in Table I. In this case the horizontal bar graph, shown in Figure 1, would probably be the most

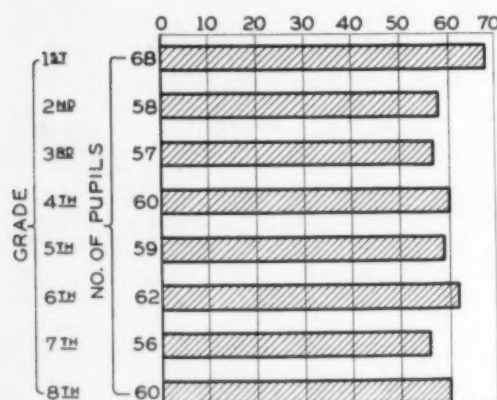


Fig. 1.

satisfactory form to employ. The advantage of the horizontal over the vertical, of course, is that the data themselves may be entered at the side of the bars in the figure. If this is not desirable, the vertical bar graph is equally satisfactory. These same data may, of course, be represented by means of a circle, or "pie," graph. In this case, the magnitudes are equal to the angles at the center of the circle. This form is shown in Figure 2.

An extension of this form of comparison is that in which the data for two schools are to be compared. The data given in the columns headed "School B" and "School C" in Table I indicate the number of pupils in each grade of two schools in the same community. The quantities given in the table are also represented by Figure 3. In this case, it should be observed that it is necessary to distinguish, by crosshatching or otherwise, between the bars which stand for the two schools. Obviously, this method of graphical

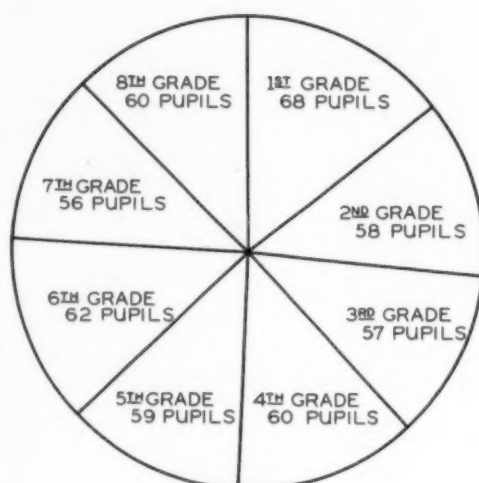


Fig. 2.

representation may not be extended indefinitely to more and more separate schools (or entities of whatever kind) because if many more bars are added the graph merely becomes confusing instead of enlightening.

TABLE I. Enrollments in Each Grade in Each of Five Schools of a Particular Community

| Grade | School A | School B | School C | School D | School E |
|-------|----------|----------|----------|----------|----------|
| 1 | 68 | 80 | 72 | 97 | 92 |
| 2 | 58 | 69 | 58 | 81 | 88 |
| 3 | 57 | 64 | 52 | 80 | 85 |
| 4 | 60 | 62 | 64 | 74 | 87 |
| 5 | 59 | 60 | 58 | 76 | 84 |
| 6 | 62 | 65 | 60 | 82 | 80 |
| 7 | 56 | 68 | 60 | 85 | 80 |
| 8 | 60 | 72 | 66 | 80 | 79 |
| Total | 480 | 540 | 490 | 655 | 675 |

Table I includes the data for five different schools in the same community. It would be very difficult to read a bar graph which attempted to present all of the information of this table by means of bars. The use of the circle graph will overcome much of this difficulty. In this case, however, it is necessary

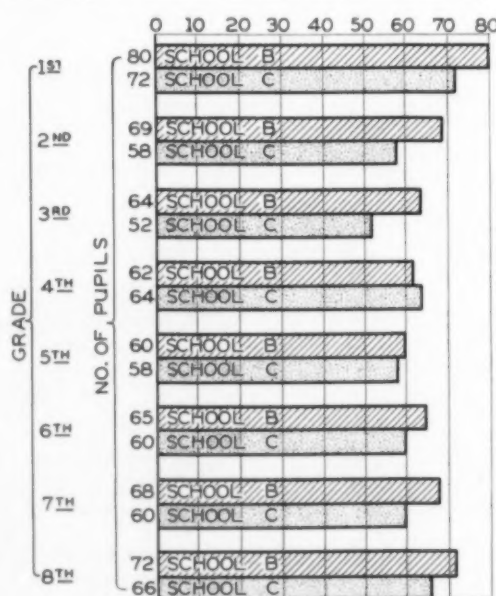


Fig. 3.

also to decide whether the relative sizes of the total school populations is to be represented, or only the relative division into grades. In Figure 4, circles of the same size are used; each one indicates the proportionate number of pupils in each grade, but no indication is given of the total number of pupils in each school. In Figure 5, circles of different sizes are used, the areas being proportional to the total school population, and the angles being proportional to the number of pupils in each grade. While this is more satisfactory than a bar graph would be, it is still clear that the amount of information which can be portrayed by means of a single graph is limited.

Variations of the Bar Graphs With More Than Two Quantities

If the two sets of data are of contrasting types, it is sometimes better to use bar graphs with the base line down the center, instead of at the left. For example, the data

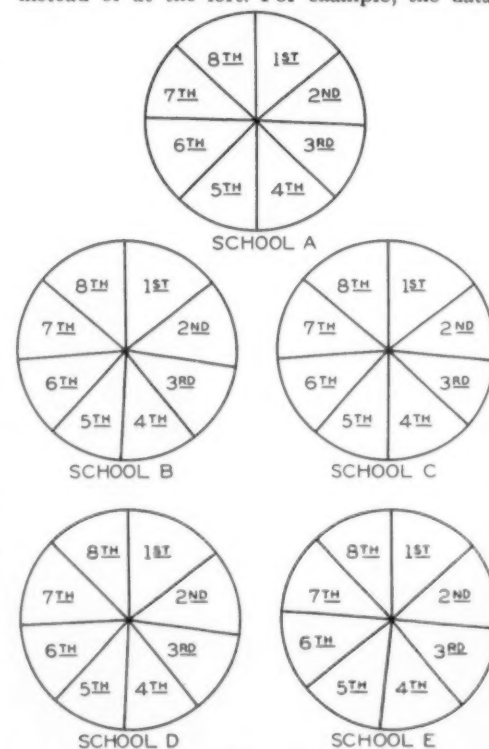


Fig. 4.

of Table II show the number of pupils in each grade in the public and the Catholic schools of a given city. Instead of using two parallel bars to represent, for example, the first grade of each type of school, the method shown in Figure 6 may be employed. In this case, the bars to the left of the centerline represent the public school population, and those at the right, the Catholic school enrollments. This method is, perhaps, a little superior to that illustrated by Figure 7, in which continuous bars are drawn for each grade, the left half representing one type of school and the right half the other type, with

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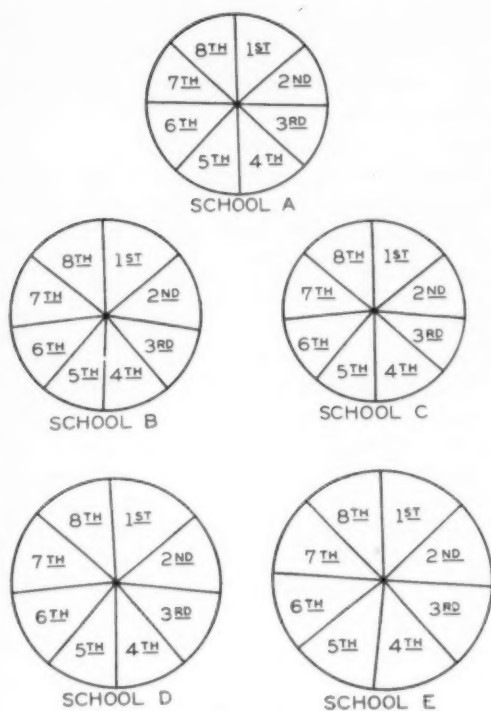


Fig. 5.

variation in the crosshatching. If it is desired to show in the figure only the relative sizes of the enrollments in each grade in each type of school, Figure 8 is to be preferred.

TABLE II. Enrollments in Public and Catholic Schools, in Each Grade, in a Given Community

| Grade | Enrollment | | Per Cent of Total for Grade | |
|-------|------------|----------|-----------------------------|----------|
| | Public | Catholic | Public | Catholic |
| 1 | 3426 | 1559 | 68.7 | 31.3 |
| 2 | 3120 | 1651 | 65.4 | 34.6 |
| 3 | 3059 | 1750 | 63.6 | 36.4 |
| 4 | 2976 | 1764 | 62.8 | 37.2 |
| 5 | 2995 | 1800 | 62.5 | 37.5 |
| 6 | 2923 | 1654 | 63.9 | 36.1 |
| 7 | 3135 | 1530 | 67.2 | 32.8 |
| 8 | 3011 | 1406 | 68.2 | 31.8 |
| 9 | 3674 | 511 | 87.8 | 12.2 |
| 10 | 2970 | 441 | 87.1 | 12.9 |
| 11 | 2481 | 407 | 85.9 | 14.1 |
| 12 | 2226 | 367 | 85.8 | 14.2 |

This figure is based on the percentages given in the table.

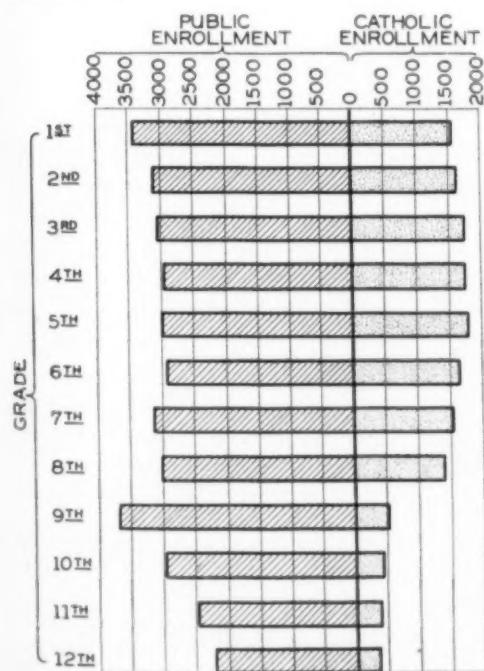


Fig. 6.

A variation of the double bar with the dividing line in the center has recently been introduced to represent data of the type given in Table II. This consists of the use of figures indicating the nature of the subject matter of the data. For example, in this case, simplified figures of school children might be employed, each figure representing so many units. This type of graph is illustrated in Figure 9. As pointed out before, the exact size of the quantities cannot be determined with precision from the graph; but this disadvantage is often outweighed by the interest aroused by the pictorial representation.

Additional Uses of the Bar Graph

Sometimes the bar graph is employed to show more than just the quantities involved. For example, Table III presents data on the scores earned by the fifth-grade pupils in five schools in a given community on a standardized test. By examining the table in detail, one can discover the highest score earned by any pupil in a given school, as well as the lowest score. In addition, the medians and quartiles—both first and third—are indicated. In Figure 10 these same items of information are presented in graphical form. In this figure, the heavy part of the bar represents the scores between the first and third quartile for each group. The light horizontal line cutting the bar indicates the location of the median for each school. The

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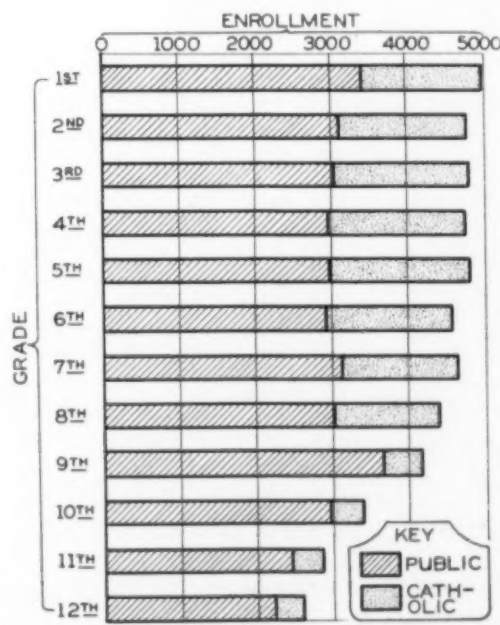


Fig. 7.

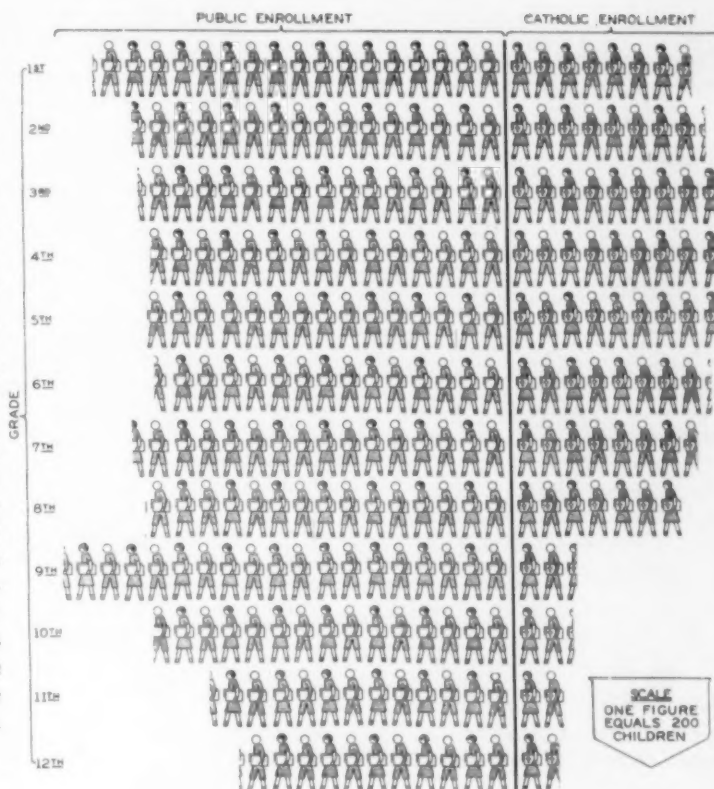


Fig. 9.

TABLE III. Scores Earned on a Standardized Test by the Fifth-Grade Pupils in Five Schools in a Particular City

| Score | School A | School B | School C | School D | School E | Total |
|----------------|----------|----------|----------|----------|----------|-------|
| 90-99 | 1 | 1 | 1 | 1 | 6 | 25 |
| 80-89 | 8 | 3 | 7 | 2 | 18 | 56 |
| 70-79 | 15 | 5 | 16 | 2 | 14 | 88 |
| 60-69 | 22 | 12 | 21 | 19 | 15 | 97 |
| 50-59 | 17 | 25 | 20 | 20 | 16 | 68 |
| 40-49 | 12 | 16 | 10 | 14 | 8 | 31 |
| 30-39 | 4 | 8 | 2 | 7 | 7 | 20 |
| 20-29 | 3 | 2 | 1 | 4 | 6 | 11 |
| 10-19 | 1 | 1 | 1 | 1 | 1 | 2 |
| 0-9 | 84 | 74 | 78 | 77 | 90 | 403 |
| Total | 62.73 | 53.60 | 62.86 | 51.75 | 55.33 | 57.16 |
| Median | 51.17 | 44.06 | 51.30 | 38.05 | 40.94 | 45.55 |
| Q ₁ | 73.33 | 62.08 | 72.81 | 61.45 | 70.83 | 68.32 |
| Q ₃ | | | | | | |

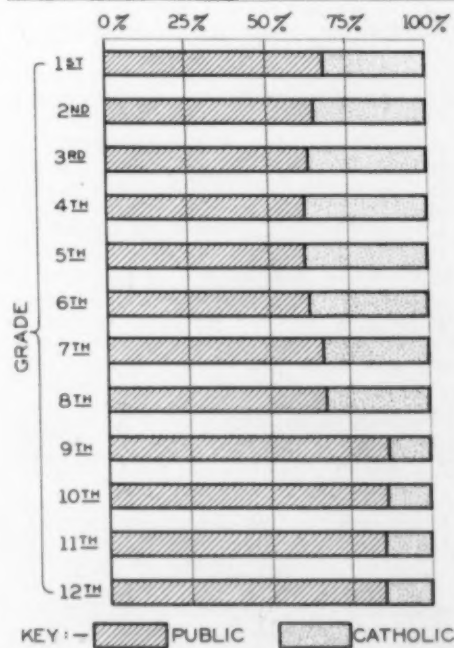


Fig. 8.

THE AMERICAN School Board Journal

A Monthly Periodical of School Administration

Edited by

Wm. Geo. Bruce and Wm. C. Bruce

School Budgets In Wartime

EVERY board of education in the United States will be confronted during this year with the problem of maintaining the local school systems at the highest point of efficiency. The crucial action of the boards in this undertaking will be the annual acceptance of the school budget under which the policies of instructional service, salaries, and building maintenance and operation will be maintained.

An especially destructive point of view of some school boards who are catering to local tax-pressure groups is reflected in an important address, made as early as October, 1941, by Dr. A. J. Stoddard, speaking before the Pennsylvania Education Congress on "Co-ordinating Education With National Defense." Dr. Stoddard said in part:

I have been astonished, during this period, at some things that are happening in some parts of America. One man, a superintendent of schools, whom I have known for years, writes in and says: "What can you do to help us? Our little city in the Middle West has had a nine months' school period for years, but the board of education, at its meeting Monday voted to cut it to eight months." He says, "This is not the only community taking that action, but there is community after community in our state"—and that is one of the richest states of the Union. I replied and asked, "Why?" He replied, "The board held a meeting, and they said we can't pay all these taxes. We want to pay all of our taxes, but we can't bear the burden of national defense, and at the same time keep our schools running." I suppose, also, they will cut their religious services; the Boy Scouts and the Girl Scouts. If there is any one time when these services, in the history of America, should be kept at the highest pitch, it should be now. Some will say, "We are not going to cut much—only cutting a little—only 5 per cent, or 10 per cent—that is not much."

During the depression I was talking with a businessman about his business, and how it was all shot to pieces. I said, "How much is your business down from normal?" He thought "Somewhere from 5 to 10 per cent below normal." I said, "I thought you were going to say 50, or 75 per cent below normal, but if it is only 5 or 10 per cent, it seems to me you are going along pretty well." He replied, "You don't understand that in the first reduction of business—when business goes down 5 to 10 per cent from normal, there is included in that margin our profits, decent pay for the employees, money for which we can expand the business, money for research so that we can improve our business and give better service." He said, "In the first 5 to 10 per cent are found the elements that make the business worth while."

I know some school communities where the board members say they are only cutting 10 per cent—but in that 10 per cent cut, they are cutting the heart out of the personnel. They are destroying the morale of the personnel. There is nothing that destroys a person's morale as quickly

as a cut in salary—unless it be cutting equipment and cutting the facilities with which to work.

The most effective way to that enemy—if there are any in the district public schools in America—is to cut budgets a little bit. They do not have to be cut 50 per cent—they do not have to be cut 40 per cent—they only have to be cut enough to make the difference in that school system so that it stands on its own two feet. If a school system can do that so that they can look the world in the face, they can say, "We are doing the best we can do." In other words, the difference between high morale and low morale is often just a matter of a few per cent—more or less—in a budget.

The British are a perfect example of maintaining normal school services to their children during this crisis. In Britain the bombs have been dropping over an area at night, yet through the process of organization, the children of the town are communicated with, and arrangements are made to hold classes in the dugouts—in the holes in the ground—or they tell the children where classes will meet the next morning; and it is literally true that after air raids have done great damage to villages in the wide air-raid areas, they have conducted classes, at the normal time the next morning, in buildings that were not used the day before. They sent the children, along with their teachers, into the country. England has contributed something to the world in maintaining her social services at a high level of efficiency during this crisis.

It is the duty of every school board to maintain the instructional services of the schools if citizen morale is to be maintained and if the schools are to educate not merely for the period of the war but for the years after the war. If ever improvement in education was needed it is now. The American Way of Life must not be merely maintained, but it must be bettered and the betterment must come through a system of education which fully serves the vocational, the cultural, the citizenship, and the spiritual needs of the rising generation.

The Teacher Shortage

THE drift of teachers out of the school-room is disturbing school authorities. With good reason these are worrying lest the call to the colors and the allure of the war industries and of business in general deplete the teaching ranks even more disastrously than did World War I.

In the more remote rural districts the situation is already assuming an acute form. Here may be found the beginners who have reluctantly accepted teaching positions at a small compensation, under unattractive working conditions, simply because no better positions offered themselves. These beginners are not strongly anchored to the profession by tenure, by a stake in a retirement fund, and by loyalty to a community. They can hardly be blamed if, remembering the treatment received from the school boards, they flock into the cities where government service or business offers greater opportunity, better pay, fair security, and the comforts and satisfactions of city life.

The teacher shortage, which some authorities say will reach the 60,000 mark by the fall of 1942, will certainly creep from the rural communities into the towns and cities, and even into the very large cities unless very definite steps are taken by the school boards and the state school authorities. More attractive compensation is the obvious answer to the problem, but it is not the only answer. Less politics in appointments and promotions, a fairer attitude toward tenure and security in office, less nagging by the community, and more democratic policies in supervision and administration—in a word a more human and cooperative relation between the teachers, the school board, and the executive staffs will do much to attract and to hold teachers.

If the teacher problem is handled intelligently through the setting up of state-wide policies as applied to the rural schools, the present teacher crisis should not be without ultimate good results. To close up small schools in favor of centralized plants, to insist on higher minimum salaries, to lengthen the school week and the school year with corresponding compensation, and to compel both prompt tenure and social security—all will be gains.

Child Labor In 1942

THE growing demand for employees in the war industries and the constant demand for workers to take the places of those who are shifting from peacetime occupations into the war industries makes the problem of child labor one of genuine concern to all groups interested in the social welfare of the United States. It is quite likely that the breakdown of child labor standards, particularly for children under 16, will occur and grow unless every effort is taken to enforce not merely the existing child labor laws but also the school attendance laws. Boys and girls are given employment opportunities which are exceedingly hard to refuse but which will ultimately have disastrous results when the readjustment in business conditions takes place. The situation is particularly dangerous in localities where education has always been backward and where there has been limited opportunity for employment.

It has been pointed out with considerable truth that no absolutely hard-and-fast child labor policy can be enforced. In this connection, the National Child Labor Committee has urged that the school authorities should cause all pupils to consider a long-range view of education versus employment. They should be asked to remember that the present war will come to an end, and that the opportunities for growth and for ultimately satisfactory

occupations will have passed, unless during their formative years, they receive that cultural and vocational education which in adult life it is difficult or even impossible to acquire. The Committee also urges that those children who enter industry should be prevented from undertaking hazardous occupations which will endanger their lives and limbs, and which may injure their health for life. Especially at present the nation cannot afford to have young people develop into stunted manhood or womanhood; every individual child must be safeguarded for the development of the best possible physical strength and health.

Much can be done by local and state school systems to prevent a breakdown of the child labor situation. School terms and courses, particularly in the junior and senior high schools, can be adjusted to meet local problems and to correct bad attitudes among children and parents. The guidance classes and their teachers can solve the problems of individual children who should continue in school and even in college.

Shall There Be Separate School Elections?

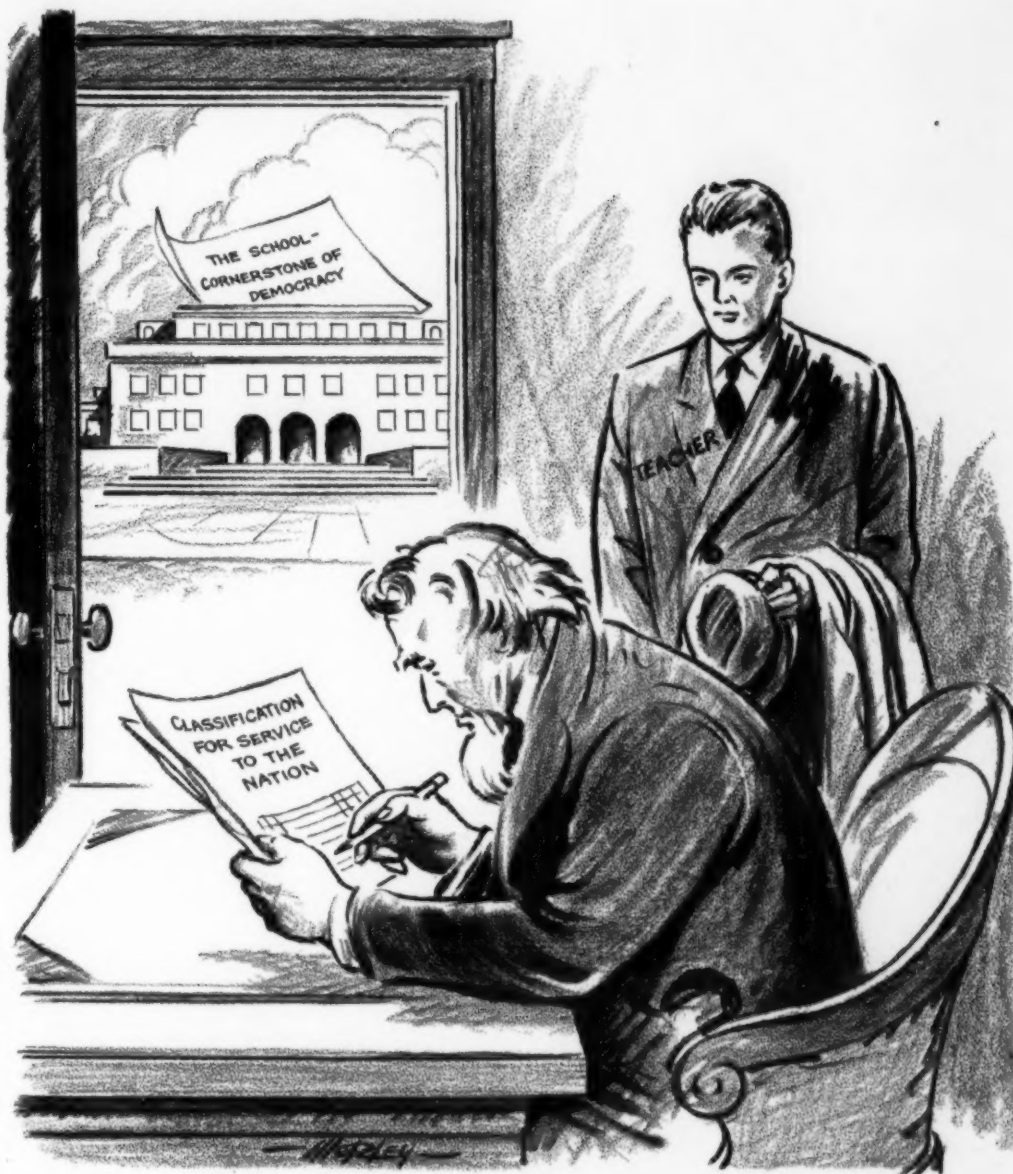
WHEN Carroll Reed retired from the Minneapolis school system he held, in his farewell address, that the schools needed more funds and less politics, and suggested that school elections should be held apart from city and state elections. What applies to Minneapolis, applies to other American cities.

There can be no question that many school centers are hampered in carrying out a comprehensive program for the want of sufficient funds and the bane of political interference.

And here we wonder whether the solution to the problem may not in part at least be found in school elections which are not involved in a variety of considerations relating to local or state government. The voter who examines his ballot on an election day may for the time being be attracted by the candidates for governor or mayor more than by the names which appear as candidates for the board of education.

In other words, the names of the latter may appear of minor importance in the light of a list of those who aspire to higher political honors. The voter may unconsciously be attracted to what seems to him to be the more important offices to be filled, and thus the school interests appear to become submerged in an extended ballot and secure a secondary place in his election conclusion.

There can be no doubt that in a separate



ANOTHER WORKER IN A VITAL DEFENSE INDUSTRY

school election the issue in hand and the choice of candidates for school-board distinction will receive closer scrutiny and study. In the selection of high-minded and capable citizens to be entrusted with the administration of a school system, many of the embarrassments arising from maladministration would be obviated.

When the scope and function of the school administrator is properly estimated, it must become clear that he is not only a prerequisite to popular education and the training for citizenship, but an essential co-worker in the preliminaries that make for a stable and efficient government. The importance of the part he plays in the civics, social, and economic structure cannot be overestimated.

Cooperation For War Service

The California School Trustees Association has recommended that its members: "Keep informed on plans devised by city, county, state, and national councils of

defense, and with public welfare and health officers."

Militarize Our Schools?

This question is asked and answered by Mr. James A. Michener, in a recent issue of *Progressive Education*.

"Shall we militarize our schools? No. Definitely not. The temptation will be great to do so and possibly within the year we shall see thousands of schools so subverted. It is doubtful if this will in any sense represent the schools' greatest contribution to the preservation of democracy. Education's maximum possible contribution is to keep alive the spirit of nonmilitarism. As teachers we should teach all respect for the profession of soldiering; we should point out the sacrifices made by the drafted men; we should reiterate the need for a strong, mobilized nation; we should provide double periods for the physical training and health education of our students; we should stress the dangerous years that lie ahead. But the militarization of our schools will serve our nation little, for truly, it is against militarism that we are fighting. Let us leave to the regular army the whipping of healthy men into soldiers, if need be; they can do the job and we cannot. We must conserve our efforts for a task no army dare undertake: the training of men and women in the ways of freedom."



County Superintendent C. H. Archer describes the county school system to a social science class and their teacher.



Full-time mechanics are employed to inspect, repair, and maintain the fleet of 42 school buses operated by the county school system.

A SCHOOL SERVICE CENTER

Godfrey Elliott

Unique to most school systems is the school "service center" recently completed and occupied by the Mercer County Board of Education, of Princeton, W. Va. Constructed in cooperation with the National Youth Administration, the plant is designed to serve the dual purposes of administration and maintenance for this county school system which embraces approximately 17,500 pupils, 580 teachers, and 120 separate school units.

The new school service center is housed in a semireproof, two-story brick building, 100 by 88 ft. It represents the ideas of County

Superintendent C. H. Archer, who has long expressed the belief that all essential services of the school system should be located at one center for economy and efficiency of administration. Office rooms occupy a small share of the space in this new building, in comparison to the other facilities provided. The building is not elaborate, but it is serviceable. In design and function it is what Superintendent Archer had hoped it would be—a school service center.

The architects who designed and planned the new building estimated the lowest possible

cost of construction at not less than \$31,000, but under the close supervision of the county's supervisor of maintenance, Mr. G. J. Wood, the board of education was able to do the building without letting it to contract, with the result that the total cost was less than \$23,000 exclusive of certain labor supplied by the NYA.

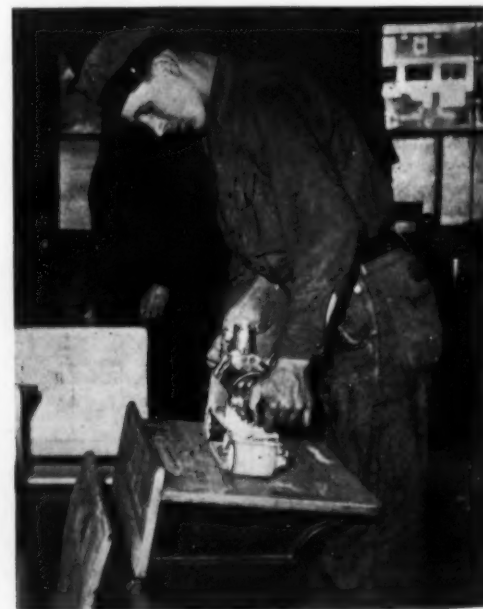
On the first floor of the center are located a general storage room, the plumber's shop, and an immense garage and bus repair shop. This latter unit will store 10 large 60-passenger school buses and still leave room for the mechanical force to do its necessary work.

The second floor of the building houses a

(Concluded on page 52)



The Mercer County school service-center is a plain brick building with garage and storage space on the first floor and administrative offices and meeting rooms on the second floor.



The maintenance department repairs and refinishes desks and other furniture and builds cabinets and other utilities for the schools.

Q. In what ways are Wyandotte Products indispensable in your business?

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2. DISH WASHING

100%



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WYANDOTTE F-100

(For use where an all-soluble cleaner is needed. Particularly effective on painted walls, very dirty skylights, wood and red tile floors, and for dewaxing floors.)

WYANDOTTE STERI-CHLOR

(For deodorizing — after thoroughly cleaning first.)

WYANDOTTE EL-BEE CLEANER

(Cleaning building exteriors of brick, limestone, granite, terra cotta, etc.)

WYANDOTTE INDUSTRIAL ALKALI

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For DISH WASHING

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THE J. B. FORD SALES COMPANY, WYANDOTTE, MICHIGAN

(Concluded from page 50)

school furniture repair shop, a paint room where furniture is refinished, a 30 by 50 ft. storage room, a small assembly room seating approximately 75 persons, a fireproof vault, smaller storage rooms for textbooks and for general supplies, a photographic darkroom, a kitchen, and 10 office rooms which range in size from 12 by 17 ft. to 17 by 24 ft.

The plant provides administrative and supervisory offices convenient to all the schools of the county. The small assembly room is in constant use as the meeting point for committees and teacher study groups, while the kitchen adjacent to the assembly room offers the opportunity for some of these groups to provide social activity.

To this center comes the county's fleet of

42 school buses for inspection, repair, and general maintenance. The garage space is designed to provide overnight storage only for those buses which run out of the county seat, but all of the fleet comes here for repair and mechanical check-up.

The furniture repair shop and related facilities are headquarters for the carpenters and general maintenance men who look after the school buildings of the county. In this shop are repaired desks, tables, chairs, and other school furniture. In cooperation with the NYA, the service center takes pupil desks that are completely unfit for use and rebuilds and refinishes them at a cost of less than 50 cents per desk. The shop also builds a large assortment of special furniture for the schools of the county.

THE RISE AND DECLINE OF SCHOOL DEMOCRACY

(Concluded from page 45)

graduated. I told her I didn't know and that set her off. She shouted at me, asking me how she could advise me when I didn't even know, myself, what I wanted to do. Well, after all, I wouldn't have gone to her if I had had a definite goal worked out and knew what courses I wanted to take. Needless to say she scared me so that I never dared go near her office again.

"You Need More Experience — But Don't Get It Here!"

The Principal was forever telling us that the students could have all the control that they could handle, but when the student governing body, the Student Council, suggested more power for the students he always thought we should wait — "It won't work," "You need more experience first." Never having had a strong Student Council, we always took his word for it, and did next to nothing.

We did hunt up the Constitution of the Student Body. After much searching, it was found in the bottom of a tool drawer in the agriculture classroom. It had been there for years.

It Can Be Done?

The governing body of my former high school is patterned after our own democratic government. It is democratic to the point of having each homeroom elect one of its members to act as its representative in a student council made up of representatives of each homeroom. Just as our Congress is made up of representatives from each district in the United States. Each representative brings into the Student Council the problems discussed in his homeroom meetings, and those problems which concern the welfare of the school as a whole are discussed. The principal and a member of the faculty usually attend these meetings as faculty advisers, but it is the Student Council itself which makes the laws of the school. Not only does the Student Council enact the laws of the school, but it also acts as a mediator between the students and the faculty.

Summary and Discussion

Let us, in brief, summarize positive and negative points mentioned by these pupils.

Positive Aspects: Equal treatment in the classroom; no favoritism in extracurricular activities; some pupil participation in school rule making; some representative government; considerable lawmaking by students.

Negative Aspects: No student government permitted; no elective subjects; no representative government; too much tongue lashing by principal; too sudden change in policy at time of change of principals; faculty dominated school paper; students not getting practice in self-direction; too much "sit erect and be quiet"; petty punishments promoted sneakiness; library permissions for one group but not for another; faculty members not inter-

ested in taking part in clubs; fear of the principal's office.

The student who said that there was not a true democracy among the pupils themselves and that barriers of cliques were formed by pupils high lighted the idea that pupil-pupil relationships may not be democratic at times. Possibly more attention should be paid to this phase of school democracy.

It is usually in the schools that pupils are first introduced to democracy's ideals, and the school's efforts from the start are directed simultaneously at the mind, heart, and body. The intellect is appealed to by such doctrine as equality of opportunity; the heart is appealed to by saluting the flag, singing of patriotic songs, and martial music.

Authoritarianism advocates the principle of blind obedience as opposed to individual liberty and understanding cooperation with authority. To many school-board members, administrators, teachers, and laymen, authoritarianism is summed up in the word "discipline." If the teacher is the literal boss of behavior in a classroom, she is sometimes cited as a "strong disciplinarian." A premium is put on pupil compliance, at any price.

Democracy is a way of life, and in any way of life there must be discipline. There are at least two types, for discipline may be internal, largely self-imposed and self-sustained; or it may be external, imposed by others, and grudgingly sustained through fear of punishment and promise of reward. Intermediate stages exist between these extremes, but it is well to bear in mind that internal and external discipline are opposites.

Authoritarianism, of course, banks heaviest on external discipline for maintaining human control. Democracy should bank heaviest on internal discipline. Of course, an ideal policy like, "Let us make the schools completely democratic for pupils" may be impractical at times in certain schools. Under such conditions, compromise is in order rather than a sweeping dismissal of school democracy as an impracticality. Ideals and policies should be ahead of practice so as to challenge action.

Man is gauged by the ideals he strives to attain (even though he fails), as well as by his "practical" day-by-day accomplishments.

Thus policy should start with, "What is the best theory?" rather than, "My practical experience has been. . . ." Compromise can follow.

THE SCHOOL-BOARD MEMBER LOOKS AT STATISTICS

(Concluded from page 47)

extended single lines, above and below the bars, show the complete range of scores for each fifth grade. Thus, from an examination of the graph alone, it is possible to deduce facts such as the following: School C had a higher median score than any of the others, followed by School A, while the lowest median is found in School D. Likewise, with respect to the largest complete spread of scores,

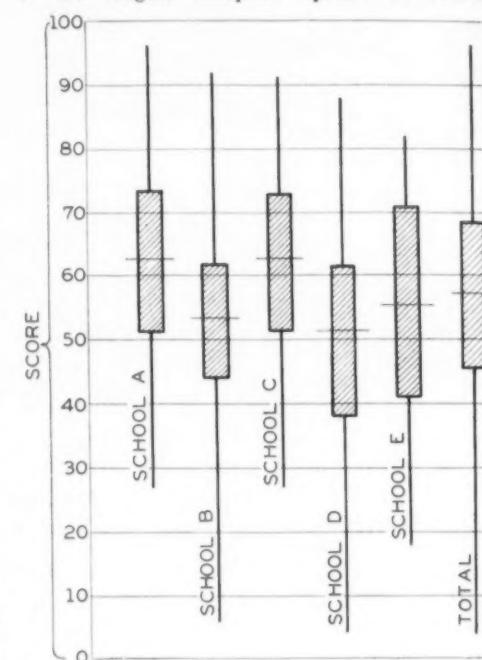


Fig. 10.

School B ranks first, and School D, second. In addition, it is seen that the variability — or dispersion — is greater in School E than in the others, since there is a wider spread between the first and third quartiles. The graph includes the same items of information for the total group, in order that each school may be compared with the total, as well as with other individual schools.

CALIFORNIA SCHOOL BUSINESS OFFICIALS WILL MEET IN CORONADO

The next annual meeting of the California Association of Public School Business Officials will be held in April, at Coronado. The officers of the association are making arrangements for a very significant program. Information about the meeting may be obtained by writing to Mr. Al Mattier, president, Compton, Calif.

HOMER ANDERSON ELECTED

Dr. Homer W. Anderson, superintendent of schools, St. Louis, Missouri, was elected president of the American Association of School Administrators for the year 1942-43 on January 10. Superintendent Anderson will receive the gavel of office at one of the final ceremonies of the 72nd annual convention of the Association at San Francisco, February 26, 1942.

● BEN B. HINES has been elected superintendent of schools at Kaufman, Tex., to succeed O. P. Norman, who has resigned.

A sincere welcome to the A.A. of S.A. in SAN FRANCISCO



To the A. A. of S. A...

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your work of moulding staunch American citizens, you are faced, now, with many serious problems. We are confident that you will solve them . . . every one. We know you as an organization and, in many thousand instances, know you as an individual member. Perhaps, that is why we are so sure of your success at San Francisco . . . why we are thankful that American students will be in your safe, guiding hands during the trying years to come. We appreciate the fact that your time will be limited, but if you should have a few spare minutes, we shall be pleased to welcome you at the Heywood exhibit and to show you the proposed 1942 designs.



Early print of San Francisco 1851

HEYWOOD-WAKEFIELD *School Furniture*
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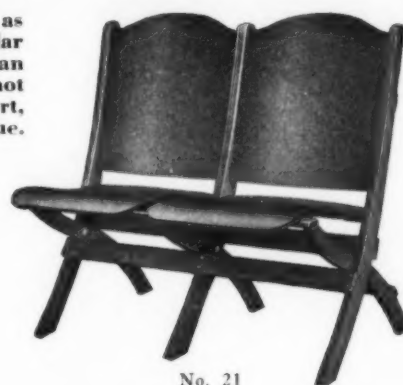


No. 73

With the need for steel in war contracts, schools must depend on wood seating as much as possible. This is no hardship, however, as we feel that dollar for dollar and feature for feature Peabody Wood Folding Chairs are a better value than good steel chairs—and Peabody Steel Folding Chairs, the finest made, are not excepted. You get every advantage in Peabody Wood Folding Chairs—comfort, light weight, long life, no-tip feature, easy handling, and an outstanding value.

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No. 21

Teachers' Salaries

♦ Valdosta, Ga. The school board has voted to grant a 7½ per cent increase to all teachers in the schools. The increase is in effect a restoration of a salary reduction suffered during the depression.

♦ Madison, Ill. To meet the increased living costs, the school board has given increases of \$10 per month to full-time employees, and \$5 per month to part-time employees. The increases which became effective January 1, will continue through June, 1942. Under the new plan, the total monthly increase will amount to \$710. The total for the remainder of the term will be \$3,530.

♦ Superior, Wis. The school board has voted to rescind its proposal for a 4 per cent salary increase for school employees. The action was taken because of a \$22,000 cut in the 1942 budget, ordered by the city council.

♦ St. Louis, Mo. The school board of the Granite City Community High School has approved salary bonuses totaling \$5,000 for the 75 employees of the schools. Teachers earning an average of \$200 a month will be given \$90; clerks and janitors, \$60; and cafeteria workers, \$45.

♦ Garden City, Mich. The school board has given 5 per cent increases in salary to all school employees.

♦ Knoxville, Tenn. The school board has approved 5 per cent salary increases for all teachers, beginning with the year 1942. The increases will raise the budget by \$141,000.

♦ Minneapolis, Minn. A decision of the school board to pay 1942 salaries on a basis of services rendered, has produced a new strike threat. The new plan, approved by the board, calls for the payment of full salaries to teachers for nine months, and to year-round workers for 11 months in 1942. It would cut the salary budget about \$700,000, as compared to the \$1,100,000 saved in 1941.

♦ Hamtramck, Mich. The school board has approved salary adjustments for 56 clerks and 186 teachers for the year 1942, which raises the pay roll by \$20,000. Married teachers were given increases of \$100, and \$200 if they were single. The increases affect only those who have been receiving less than \$2,500 a year.

♦ Warren, R. I. The school board has given increases of \$200 in the maximum salary for grade teachers.

♦ Rock Island, Ill. The school board has voted to pay a bonus to all school employees to meet the increased cost of living. All principals, supervisors, administrative officers, teachers, clerks, and custodians will be given bonuses of \$50 each. Part-time employees such as dentists, cafeteria workers, and extra custodians will be given \$25 each. A bonus of \$5 each will be paid to boys assisting the school custodians.

♦ Council Bluffs, Iowa. The school board has voted to pay increases of 5 per cent in salary to all teachers, school custodians, and clerks.

♦ Detroit, Mich. The board of education has taken the initial step toward the adoption of a single-salary schedule for members of the teaching staff. The new schedule will provide a salary of \$1,600 for all beginning teachers, and the additional cost will amount to \$40,000. The new schedule becomes effective next September.

♦ Mansfield, Mass. The school board has given salary increases of 10 per cent to all school employees, teachers, janitors, and other workers, which became effective on January 1, 1942.

♦ Westfield, Mass. The school board has voted to give salary increases of \$100 to members of the teaching staff, janitors, clerks, superintendents, and elementary school principals. The salaries of the school physicians, nurse, and truant officer were increased by \$50 a year.

♦ Springfield, Mass. The school board has adopted a new salary schedule, which will give all school employees increases of \$2 per week. The new schedule affects 1100 school employees and increases the budget by \$110,000.

♦ Lee, Mass. The school board has made provision in its annual budget for 10 per cent increases in salary for members of the teaching staff.

♦ Seymour, Ind. All teachers and school employees have been given increases of \$5 per month for the remainder of the 1942 school year.

♦ Madison, Ill. All full-time school employees have been given increases of \$10 per month, and part-time employees increases of \$5 per month. The increases were given to meet the high cost of living.

♦ The State Board of Education of New Jersey has recently ruled that boards of education are legally empowered to abolish or amend teachers' salary schedules which provide for annual salary increases. The ruling was given in a test case brought by a Camden teacher, who contended that the board could not abolish a salary schedule adopted by previous boards. Several hundred New Jersey teachers joined in the test of the powers of the Camden board. It is believed the teachers will carry the case to the New Jersey Supreme Court in seeking a favorable decision.

♦ Louisville, Ky. Payment of overdue pensions to 85 superannuated teachers, many of them in need, will be accomplished shortly. The Court of Appeals, Louisville, acting on an appeal of the board of education, has held that the pensions must be paid out of current funds, but has sustained the city's contention that it could not raise the money by a special city levy. The court has declared that paying teachers' pensions is a legitimate use of school funds and that there is sufficient mention in the act's title to warrant its being done from current funds of the board.

♦ Madison, Wis. The school board has accepted a schedule of salary increases prepared by the city council in the 1942 city budget. The council's schedule provides increases of \$8 per month for all city employees, including teachers, receiving less than \$1,800 per year; \$6 per month for those paid from \$1,800 to \$2,000 a year; and \$4 per month for those receiving \$2,000 or more.

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Schools and the War

NEW YORK SCHOOLS GO ON WARTIME BASIS

With the opening of the second semester of school, the high schools of New York City have gone on a wartime basis. Courses of study in the schools have been reorganized so that more than 230,000 students may be trained to take an active part in the National Defense Program.

The wartime program calls for the speeding up of the graduation of pupils and for a modification of the trade training of pupils, particularly older students soon to be graduated.

As a step toward speeding the graduation of students, particularly those who plan to enter college, the schools will return to the practice of permitting students with an average of 75 per cent in their studies to carry five instead of the usual four major subjects. The application of this regulation will make it possible for a considerable number of pupils to remain in school to complete their course before going to work. It will also make it possible for a larger number of boys to accelerate their progress through the high schools, and facilitate their completing their college course before being called for military service.

For academic high school seniors who will become 18 next June or soon thereafter, the high school division has arranged junior defense courses to prepare them for jobs in the defense industries. These courses will be offered after school hours, from 3:30 to 4 or 6 p.m. on school days, and from 9 a.m. until noon on Saturdays.

These courses comprise instrument making, aviation sheet metal, electrical work, electric motors, heat-treatment of metals, machine-tool operation, radio, sheet metal, ship carpentry, ship rigging, tool- and diemaking, and welding.

They are designed to keep boys in high school until graduation by giving them training which will fit them for work immediately upon graduation. Boys completing one of these courses satisfactorily will be given one credit toward graduation.

For students who have not yet reached the eighth grade, academic high schools have arranged adequate shop equipment and the necessary teaching personnel for shop courses on a vocational basis. These courses will be offered in regular schooltime, and will take the place of the existing courses.

In addition, courses in other prevocational fields will be offered for students who have successfully completed the ninth grade. Among these courses will be meteorology, elementary topography, radio instrument construction and communication, code practice, elementary blueprint making and reading, advanced mechanical drawing, and gas and Diesel engines.

SCHOOL DEFENSE PRECAUTIONS

♦ Waterbury, Conn. The school board is co-operating with the local defense council in the preparation of plans for evacuating the school children in case of emergency.

♦ The heads of six New England defense councils have approved four suggestions for the protection of school children in the event of a daylight air raid. These are:

1. Determine the best available refuge room or rooms in the school buildings.
2. Impress children with the importance of obeying the teachers.
3. Provide definite printed instructions for teachers.
4. Appoint a head air raid warden for each school.

♦ Lynn, Mass. The school board has adopted rules to govern the care of school children in case of an air raid. Children will remain at their desks under the eyes of instructors during a day-

light air raid. Parents may call at the schools for their children but all others must remain in their classrooms. By supervised play and other expedients, teachers are expected to keep the minds of the children from the topic of the raid.

♦ Saugus, Mass. The school board has issued instructions that all teachers must attend air-raid protection classes. It is planned to arrange an intensive course, to include all manner of air-raid defense.

♦ Somerville, Mass. The school board has proposed a resolution to give high school seniors their diplomas when they leave for service in the army or navy.

♦ Avon, Mass. The school board has voted to adopt plans for the protection of school children during air raids. All children living within 10 minutes' distance from the school will be evacuated from the building and sent to their homes. Children will be grouped according to the section of the town in which they live and patrol leaders will be placed in charge of each group. Children living beyond the prescribed area will be kept in the school and housed in a safe section.

♦ Ashburnham, Mass. The school board has voted to care for school children in the event of an emergency in connection with an air raid. A signal system has been adopted and teachers and principals will be required to have direct control of the school situation.

♦ Braintree, Mass. The school board has prepared instructions for the care of school children in case of an air raid. A well-organized program for training high school students in air-raid precautions has been inaugurated.

♦ Fall River, Mass. The school board has issued orders that school children remain in the school buildings in charge of the teachers in the event of an enemy air raid. The superintendent was given authority to carry out any desired changes in the general plan of procedure.

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STAMFORD, CONNECTICUT, U. S. A.

♦ Providence, R. I. Supt. Hiram A. Davis has been given extra powers regarding the use of school personnel during the national emergency. The board authorized the superintendent to cooperate with state and local defense councils and reserves the right to review the exercise of any emergency powers granted.

♦ Pittsfield, Mass. Supt. Edward J. Russell has formed a school morale council of six members, whose members are expected to act as emotional stabilizers to prevent fear and hysteria among school children during the war emergency. The committee will be expected to cooperate intimately with all community agencies responsible for pupil morale.

♦ Dayton, Ohio. Supt. Emerson H. Landis has been given emergency powers in connection with plans being formulated for the safety and welfare of the nation. A three-point program has been agreed upon to include: (1) provision for the operation of defense training classes, (2) provision for any emergency or calamity, and (3) provision for adjustment of personnel and employment of temporary help in certain cases.

♦ Northampton, Mass. The school board has voted to keep the schools open in the event of an air raid. The board has begun a study of all buildings to determine if the basements would provide safe refuge for children in case of a bombing attack.

♦ Providence, R. I. At a meeting of school superintendents, plans were formulated for the protection of school children in case of air raids. The superintendent appointed a committee of five to cooperate with the governor and the State Council of Defense in the formulation of plans for insuring the safety of school children in case of air raids. Under the evacuation plan, extra teachers would be needed to continue the education of evacuated children.

♦ Holyoke, Mass. The school board, with the cooperation of Supt. William R. Peck, has begun plans for a complete safety program for the school children during the war emergency. It has

been decided to keep all children in the school buildings during air-raid alarms. All senior high school boys are required to take a 20-hour Red Cross course in emergency work.

♦ The school board at Meriden, Conn., has adopted new rules to govern the schools during the war emergency. They are as follows:

1. No pupil shall be released from his regular school duties until written permission from his parents to perform some specific services is on file in the office of the principal.

2. No pupil shall be released from his regular school duties for outside service to any group or organization unless previous arrangements are made through the board of education central office.

3. An emergency shall in this area be defined as an imminent air raid or sabotage. No other situation shall be considered as an emergency of sufficient moment to warrant pupils being excused from their school duties.

♦ Chicago, Ill. The school board has taken steps to speed the defense work for the schools. It was decided to keep the fire-alarm systems in readiness at all times for air-raid warnings, and plans were made to hold air-raid drills twice each month in all schools. The board has accepted the offer of janitors, engineers, and maintenance employees to give free services after hours where defense classes or other defense activities are being conducted.

♦ Public school leaders of Illinois, at a meeting in Champaign, have voted to set up an Illinois Council on Education in the War Emergency. They have asked that education be represented on the governor's defense council and urged that a prospective teacher shortage be met by calling former teachers back into the service, and by lowering the bars to employment of married women teachers.

♦ Brookline, Mass. The school board has voted to establish a junior auxiliary police corps for high school seniors as a measure to keep youths from enlisting before graduation. The corps will

participate in a program of training which will include physical exercises, and instruction in the use of firearms and first aid.

♦ New Bedford, Mass. Acting Supt. Edward T. N. Sadler has been given blanket authority to cooperate with the Red Cross, Civilian Defense, and other allied agencies in loaning supplies, offering assistance of the personnel, and dismissing classes without requiring approval. A teachers' committee will be appointed to assist in the program. The board has voted to give diplomas to members of the senior high school class who have enlisted for service with the army or navy.

♦ Boston, Mass. The school board has authorized Supt. A. L. Gould to keep the school children inside the school buildings in case of air-raid attacks and will concentrate its attention on plans for their safety. It is the belief of the school officials that buildings of first-class construction are safe places for children in an air raid.

♦ Glasgow, Ky. The school children of the city marched in a body to the post office on Bill of Rights Day and made initial purchases of defense stamps. More than 1300 children of all ages and creeds gave their savings for the purchase of defense stamps.

♦ Barrington, R. I. The school board has offered the use of school buildings as air-raid wardens' posts. It includes the use of telephones 24 hours a day.

♦ Virginia, Minn. The school board has voted to cooperate with the local civilian defense council in placing school facilities at the disposal of the council. A committee of three has been appointed to work with the council.

♦ Cedar Rapids, Iowa. The school board has offered the facilities of the schools to the county civilian defense council for use as first-aid stations.

♦ St. Helens, Ore. The school board has begun plans for the organization of air-raid drills and for the safe housing of school children.

This Business of School Feeding—IX

The School Cafeteria of the Future

George Mueller¹

As is too often the case, a catastrophe is required to affect our awareness that the "future" has become the "present" and that future plans should and must become today's deeds. Based upon published reports of the amount of physical unfitness among selectees examined, traceable to or at least aggravated by malnutrition during adolescence, our conclusions must be that some one has failed properly to do a job. The job of teaching health and nutrition is a big one and a long one—therefore, we had better start now. Failure to accomplish the job cannot be laid at any one person's doorstep. The past policy of operating school cafeterias has fitted into the general policy of laissez faire which has controlled much of our American way of life. Unfortunately, cafeteria managers and directors cannot plead entire freedom from a wrong attitude that has been and is still too prevalent—the interpretation of matters in terms of dollars and cents instead of in terms of accomplishment. True, many schools have done a splendid job, but they have been in the minority, a fact for which school cafeterias have not always been to blame. It is, therefore, necessary that school cafeteria management should grasp the opportunity the present crisis presents to carry to the home, through the school child, the knowledge of good nutrition.

It occurs to me that there are three main approaches by which the school lunchroom can fulfill a very definite and necessary function, not only for the present but also for the future.

As its first objective, let me stress again that the cafeteria take full advantage of its opportunity to disseminate nutritional information. By the proper preparation in the cafeteria of the less expensive but vital foods, children will accept them as essential to their daily diet and carry such demands into the home. The school manager with the cooperation of the teachers can create child interest by explaining the particular needs each food fills. Children are very susceptible to example stimuli, so let's have the proper examples set in the school cafeteria. This then is our first objective—an objective which when gained will be a real service to the community as well as to the school child.

Cafeteria for Defense

It has always been conceded that the fundamental purpose of the school lunchroom has been to furnish substantial lunches for the school child. Up to a few years ago, however, the extent to which this was accomplished depended a great deal upon the ability of the child to buy these lunches. Now a new agency has been established to expand the operation of this basic function of school lunchrooms. I refer to the Free Lunch Program. Policy and operational differences have prevented the fullest possible expansion of this program. Lack of proper appreciation and understanding on the part of some school authorities further hindered the adoption of the program and

the use of the surplus commodities offered. It must be admitted that even now there are many unsatisfactory features connected with participation in the Free Lunch Program. The progressive lunchroom manager who will weigh the many admirable things derived from cooperation with the program against the personal inconvenience and work will always feel that the added work is well worth while. School feeding managers feel generally that the future holds some plan whereby a hot lunch will be made available to every needy school child. Without question, the need for such lunches will increase as occupational unemployment is increased by the curtailment of manufacture for civilian use and will certainly be aggravated when our vast war efforts cease and workers seek to return to peacetime work. There is no indication that administrative policies regarding the use of surplus commodities will change, and there is every indication that the need for adequate school lunches as an aid to child welfare will be a matter of first importance. The importance of making this investment in the youth of America is fully appreciated, and school feeding directors may look forward, in my opinion, to a rapid expansion of the school lunch program.

The two functions of the school lunchroom that have been discussed are of a permanent nature. Our third function, though equally important, is temporary. The school cafeteria can find its place—an important place—in civilian defense. The organization of air-raid wardens, fire wardens, and policemen presupposes the possibility of air raids and resultant destruction and catastrophe. Certainly in such times, there are few more important duties than that of emergency feeding. Neither are there many agencies located throughout most larger cities better able to make immediately available facilities for the preparation of food in large quantities. To my personal knowledge, the Memphis schools responded heroically during flood periods in that city. Certainly now is the time for all school cafeteria personnel to come forward and volunteer their services in emergency feeding. Should need arise, the public will turn automatically to the neighborhood school as a place of refuge for shelter and food, and the school cafeterias, with the aid of the American Red Cross, will not fail.

Tomorrow's Prices

Every school cafeteria purchasing agent must have followed with interest the gradual development of price control in this country. Our active participation in a shooting war has certainly aided in placing the American people in a receptive mood for such legislation. Those of us who recall the runaway food prices of the last war and the period immediately following, will welcome some sane and practical method to prevent a reoccurrence of that condition. We cannot anticipate tomorrow's prices without a short critical review of past actions by the price administrator. There can be no question as to the sincerity of the efforts that are being made—we can question only

their effectiveness in curbing food price advance. To date, the favorite method of price fixing seems to have been by freezing price as of a certain date. Obviously, such a system can find no particular justification unless it assumes that the price as of that date is the proper one. In justice, however, sufficient time and sufficient authority has been lacking to make a complete and thorough study of the factors upon which a fair price may be determined. I predict that the matter of price control will occupy center stage for some months to come.

Under normal conditions, two factors determine the selling price—manufacturing costs and demand. When this balance has been upset, we have had either panic or, as in past years, artificial price stabilization. Our present war condition demand, or rather increase in purchasing power, has pressed the supply. Such being the case, packers, wholesalers, and speculators have taken advantage of conditions to increase prices. Some items that sold for \$4 per dozen in September now carry an asking price of \$6, an increase of 50 per cent. Such an unearned increment cannot be justified at this time. Bear in mind also, that both lots were originally purchased in the field, canned, and stored under exactly the same cost conditions. No additional costs except storage enter into the picture. Obviously, demand is the one big single factor that makes possible such an increase. Certainly in setting prices on such items, the administration should not lose sight of this fact. In our opinion, the factor of demand should be minimized when ceilings are set. An actual case came to my attention today where a wholesaler carried a spread of 30 per cent between his cost and his selling price—this compared to a usual spread of 12 to 15 per cent. As purchasers of food to be sold in the schools of this country, we can only hope that ceilings on food prices will be determined only after a careful check of costs and not arbitrarily as of a certain date.

Over-All Authority Needed

We sincerely believe that in time, actual production costs will determine the selling prices set by the price administration. We can well appreciate that manufacturing costs are increasing due to increased wage demands, increased taxes, and increased material costs. We cannot though accept an average increase in price of almost 50 per cent as entirely justifiable even in anticipation of such cost increases.

Viewed at present, an adequate price control structure is still a future accomplishment for it must contemplate price control both on a rising and upon a falling market. School cafeteria purchasing agents may view one of the boldest experiments in economic and social legislation in the history of our government. An over-all authority only can successfully accomplish price control.

PERSONAL NEWS OF SUPERINTENDENTS

- SUPT. S. D. MILLER, of Watertown, S. Dak., has been re-elected for a three-year term.
- SUPT. ERNEST P. CARR, of Marlboro, Mass., has been given a leave of absence and will make a four weeks' trip through the South.
- SUPT. AUSTIN LANDRETH, of Pendleton, Ore., has been re-elected for a new three-year term, beginning with July, 1942.
- L. K. FORREST, of Marion, Wis., has been elected superintendent of schools at Elkhorn, to succeed Charles A. Jahr.
- DR. C. T. MALAN, State Superintendent of Public Instruction of Indiana, has been admitted to practice law before the Indiana State Supreme Court.

¹Assistant Secretary, Board of Education, Kansas City, Mo.

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School Administration News

LA GRANGE BOARD TO COMPILE RULES AND REGULATIONS

Teachers Invited to Participate

The compilation of the various rules and regulations of the District 102 schools in La Grange, Ill., was started in the spring of 1941 under a special committee, the chairman of which is Mrs. Dorothy B. Richmond, member of the board of education. Since the committee was appointed, the Illinois Legislature passed a teacher-tenure law which accentuates the duty of the committee in preparing rules and regulations pertaining to the employment and dismissal of teachers.

At the first meeting of the committee it was decided that a committee of teachers, selected by the staff, should be invited to participate in the preparation and formulation of any rules and regulations pertaining to staff members, their employment and dismissal. As a result of this, each school building selected representatives by ballot and the work is going forward and will be completed some time in February.

The members of the board committee are: Mrs. Dorothy B. Richmond, Mr. Vergil Schwarzkopf, Mr. M. B. Hart, and Mr. W. Earl Hill. The members of the staff committee are: Charles Siebel, the Misses Fern Stephens, Ruth Ebinger, June Rades, Clarabelle Henson, Winnie Mae McAlister, Ruth Runke, and Supt. J. E. Pease.

SHALL IT BE "VISUAL COMMUNICATION"

Mr. B. A. Aughinbaugh, of the State Department of Education, Columbus, Ohio, has recently proposed the substitution of the term "visual communication" for the terms "visual education" and "visual instruction."

Mr. Aughinbaugh was responsible for the introduction of educational motion pictures in the little

town of Mingo, Ohio, where he was a member of the school faculty. The first showing of a motion picture for schoolwork was a picture of chicken raising for an agricultural class.

Later the Society of Visual Education was established, and in 1920 the term "visual education" was changed to "visual instruction." Mr. Aughinbaugh believes that the motion picture can carry forward description, narration, exposition, and argumentation functions simultaneously and that it can cover a story in a minimum of time. For that reason, he maintains, the visual form of communication through the motion picture, can present practically in an hour's time the same material contained in an ordinary book which would demand hours of time to read. The motion picture is not only a more natural form of communication, but it is also a more complete one than the audio or reading forms.

At the present time motion pictures are in the revolutionary stage and are being improved constantly by new devices in the form of new small millimeter reels of film, the barrel shutter, the direct-viewing device, and other inventions which will permit their use in a practical, usable manner and at a much lower cost to the user.

PUBLIC INTERPRETATION COMMITTEE APPOINTED

The public schools of Tulsa, Okla., have created a public interpretation committee, which consists of seven members, including the assistant superintendent, a member of the board of education, and representatives of the principals' and classroom teachers' groups. This committee will have as its chief duty the working out of plans for interpreting the schools to the public and to answer criticisms arising.

The activities of the committee during the brief period of its service have been varied and extensive. Among its activities are: (1) a weekly discussion of some phase of the school service sent out to teachers in a weekly school bulletin, (2) the preparation of good school programs for interpreting the system for use before civic

clubs, (3) the preparation of a series of pamphlets to give school patrons practice in interpreting the system, (4) the preparation of weekly articles for publication in the various school newspapers, (5) five weekly radio programs, to comprise student bands, playlets, radio programs, and brief discussions about fundamental subjects or school service, (6) weekly feature stories, written by the public-relations director for use in the local newspapers, (7) the preparation of interpretative programs to be presented before the parent-teacher associations, and (8) plans for interpreting in advance any innovation in subject matter, changes in report cards, etc.

SCHOOL TRENDS IN MINNESOTA SCHOOLS

Statistics on school trends, just compiled by the Minnesota Department of Education, disclose interesting comparisons in present-day attendances and costs of education with conditions 40 years ago.

The total enrollment in the Minnesota public school system increased only 33 per cent since 1900 and at present is decreasing at the rate of about 6000 a year, most of which is occurring in the elementary schools.

The total number of teachers increased 110 per cent over the 40-year period, while the total school expenditures increased 935 per cent. School debt increased from about \$4,586,000 in 1900, to 69 millions in 1930, then dropped to about 55 millions in 1940.

The number of districts maintaining graded and high schools increased 455 per cent during the 40-year period, and the number of high school graduates was 1741 greater in 1940 than in 1900. The number of high school students for whom the state paid tuition, jumped from less than 3000 in 1906, to more than 42,000 in 1940. The state's contribution to public school costs was 23 per cent in 1900, and 32 per cent in 1940.

(Concluded on page 62)



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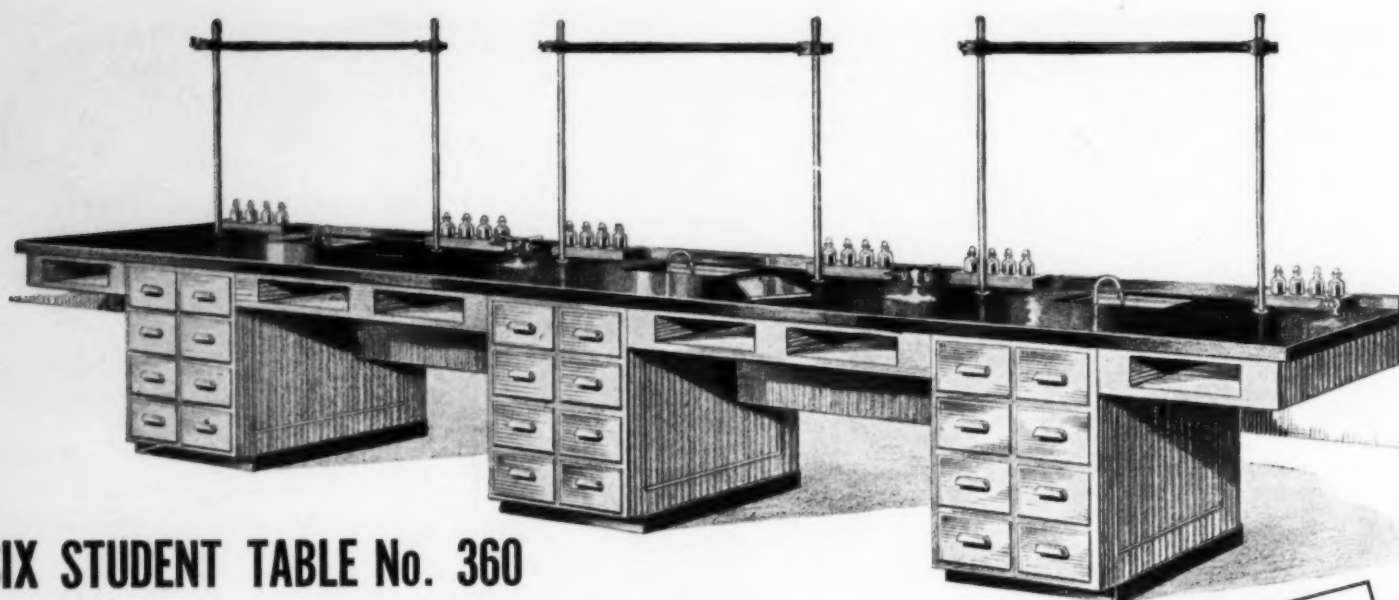
ments for analysis and action. (2) It is insulated to protect its contents from severe fire. (Without this protection, you are gambling with the security of this vital record.)

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(Concluded from page 60)

Observers point out that these figures indicate that standards of education in Minnesota have been elevated greatly during the past 40 years, but there is no proof that they have advanced as rapidly as costs. School debt, while almost 25 per cent lower than 10 years ago, still is almost 1200 per cent higher than in 1900.

A shrinking school population will increase per capita school costs, it is pointed out, unless more rapid steps are taken toward consolidation of schools. Present average costs are \$106 a year per capita on a total enrollment basis, and \$120 a year on an average daily attendance basis.

It is said that a decreasing enrollment may be expected to continue for a number of years. While this reduction previously has been noticed in the lower grades, it will be felt in high schools during the next few years. The time has arrived, according to some state leaders, for school expenditures either to take a definite downward trend, or at least become stabilized with improving standards.

SCHOOL ADMINISTRATION

♦ Savannah, Ga. The board of education has voted to cooperate fully with the Chatham County Defense Council, and will place its full resources at the disposal of the national defense agencies. The board has authorized the organization of 250 boys over 17 years of age from the high school to serve as air-raid wardens during school hours.

♦ Atlanta, Ga. The board of education has established a program of industrial training for the benefit of handicapped persons unfitted for combat service. The work will be carried on by the division of vocational rehabilitation and will include courses for training in mechanics, welding, sheet-metal work, and other defense subjects.

♦ The student council of the high school at Picher, Okla., is sponsoring a drive for the sale of defense stamps and bonds. Money from the school locker fund was advanced to enable the

purchase of stamps for resale to the individual students. During the second semester, it is planned to double the locker fund for the purchase of a bond or bonds as a school organization.

The student council, in cooperation with the boy scouts, has established bins in various parts of town for the collection of metals and paper to be sold and the money added to the defense fund.

♦ Knoxville, Tenn. The night school season opened with a large enrollment of students. Among the courses offered are income tax, retail salesmanship, and a variety of other subjects. The household arts department is teaching the students how to stretch the food dollar to meet the high cost of living.

♦ Schuylkill Haven, Pa. One schoolroom has been donated for use as a recreation room under WPA county program. Hot lunches are being served each day to pupils in the junior-senior high school. Hot cocoa is also served to certain pupils in the elementary school. Defense training courses are being conducted in woodworking, electricity, and job conference.

♦ A laboratory school setup has been effected in the schools of Portsmouth, Ohio, to promote defense savings. Great interest has been manifested by the teachers and pupils. A local county chairman has been appointed and the schools have been organized on a county-wide plan. A city-wide plan has been inaugurated for the collection and sale of waste paper, to be sponsored by the local boy scout troops. Regular paper collections will be organized and carried out.

♦ Lake Orion, Mich. New courses in shop and recreational work are being offered in the schools. All out-of-school youth between 15 and 18 years are eligible to enroll in these classes. A coach and a shop teacher have been delegated to carry on the work.

♦ Pipestone, Minn. A defense training course in metalwork is being offered in the schools.

♦ DeLand, Fla. Plans have been started for a vocational training school for civilian firemen

and policemen. The school will provide training in methods of combating incendiary bombs and disaster fires.

♦ Larned, Kans. A defense training class in automobile and tractor repair work has been established. The class is open to young men between 17 and 25 years.

♦ Muncie, Ind. New evening classes in trade and industrial subjects, business education, merchandising, salesmanship, and homemaking have been established.

♦ New permanent cumulative record cards have been prepared and placed in operation in the schools of Union County, Ill. The new cards will provide all facts necessary such as birth records, school attendance, etc.

♦ Monticello, Ind. A complete physical-education program has been introduced in the schools with the opening of the second semester. The program includes drills, exercises, games, posture tests, and other features.

♦ Crivitz, Wis. The school board has voted to hold school sessions six days a week in both the high and grade schools. The plan seeks to release teachers and students a month earlier so that they may work on defense programs.

♦ Detroit, Mich. The board of education is sponsoring a 24-hour-a-day program for the training of defense workers. The board has taken over 12 industrial buildings and is using 48 school buildings for defense work. These buildings have been converted into classrooms where workers are being trained in 39 different occupational fields. Since the inception of the program in 1940, nearly 60,000 men have been trained and turned into industry.

♦ West Allis, Wis. The school board has approved a suggestion, calling for the collection and sale of wastepaper to aid in national defense.

♦ Weymouth, Mass. The school board has voted to cut the spring vacations so that the schools may close a week earlier in June. The shortened school term will permit the older pupils to enter defense work.

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School Finance and Taxation

SCHOOL FINANCING DURING THE WAR EMERGENCY

The war has made Americans more conscious of the many contributions of the nation's public schools, according to a recent statement of Mrs. Myrtle Hooper Dahl, president of the National Education Association. In a recent statement, Mrs. Dahl said: "The biggest worry of the schools today is finances; growing budgets in the face of growing tax bills. The public and the profession is also concerned at the moment with the matter of social security and other forms of retirement."

"State aid," added Mrs. Dahl, "is a genuine problem in every state. There is today no state in the nation which has in the eyes of educators an ideal formula for a satisfactory state-aid

program for education. Federal aid is nearer a reality today than at any time in the association's long history of promoting this project."

FINANCE AND TAXATION

♦ Oswego, N. Y. The school board has adopted a budget of \$375,642 for the year 1942. The largest item is \$96,354 for instructional expenses.

♦ Newton, Mass. A total of \$1,506,784 has been adopted as the amount of the budget for 1942, which is an increase of .09 of 1 per cent over the year 1941. The largest item is \$1,151,808 for instructional expenses. The cost of building operation will reach \$190,112.

♦ Rockford, Ill. The voters by approving an educational tax-rate increase of 50 cents, have ended 10 years of school financing problems and assured the restoration of the 9½ months' school term. The vote was hailed as a victory for the boys and girls of the city. The increase of the educational tax from \$1.50 to \$2 made it possible to carry out a normal school term in 1942-43 but it came too late to affect the six

weeks' curtailment of the current term which reduced the latter to eight months.

♦ Detroit, Mich. The school board has approved a budget of \$35,563,658 for the school year 1942. Of the total, \$1,668,505 will be used for new school buildings in areas overcrowded with defense workers.

♦ Hartford, Conn. The board of education has approved a budget of \$3,677,000 for the year 1942, which is an increase of \$246,000 over the year 1941. The major items of increase are \$100,000 for capital outlay, and \$10,000 for noninstructional salaries.

♦ Chicago, Ill. The school board has approved a budget of \$72,377,659 for the year 1942, which is an increase of \$954,369 over the year 1941. The main items in the budget are \$53,490,778 for the educational fund; and \$9,013,826 for building funds.

♦ Marblehead, Mass. The 1942 budget of the school board calls for a total of \$210,000.

♦ The State Retirement Board of Topeka, Kans., has purchased \$100,000 worth of defense bonds. The retirement plan went into effect last September.

PENNSYLVANIA SCHOOL-BOARD SECRETARIES WILL MEET IN HARRISBURG

The twenty-ninth annual convention of the Association of School-Board Secretaries will be held February 5, in Harrisburg. The convention headquarters will be in the Penn Harris Hotel, and the meetings will take place in the State Education Building.

The officers of the association are rapidly completing arrangements for the convention. There will be a number of sectional meetings for secretaries and business managers in various groups.

Information concerning the program can be obtained by writing to John J. Schiedel, president, Upper Darby, Pa., or to R. E. Boswell, secretary, Harrisburg.

DEFENSE WORK

♦ New Bedford, Mass. A condensed course for teachers in air-raid precautions has been prepared and will be in use during the second semester. A number of the teachers have signed for a course in first aid.

♦ Stanford, Conn. The school board has adopted a policy relative to the participation of the school personnel in civilian defense and other war work during the war emergency. The board has voted to cooperate with local, state, and national agencies in connection with selective service regulations.

♦ Warren, R. I. Regulations have been decided upon for the safety of school children in event of an air raid. All children will be kept in the buildings for safety. School buses will not be used in case of an air raid.

♦ Stoneham, Mass. The superintendent has prepared plans for the protection of school children in case of an air raid. Air-raid drills will be held regularly and children will be trained in methods of protection.

♦ Lincoln, R. I. Supt. John L. Smith has prepared regulations to follow in case of an air raid. Where an immediate evacuation of buildings becomes necessary, bus drivers will be obliged to change their routes. Pupils who do not travel by bus will be organized in groups to be sent home under teacher escort. All janitors have been delegated to act as air-raid wardens. The fire-fighting equipment in the buildings has been checked and augmented as appears advisable.

♦ Kansas City, Mo. The board of education has approved a 24-hour, 7-day week defense training program for students undergoing training in defense work. The full hour schedule is in operation at the Lathrop Training Center and at the Manual High and Vocational School. Students are being taught three major crafts, including welding, machine-tool operation, and aircraft training.

♦ Topeka, Kans. The vocational machine-shop classes, sponsored by the board of education, have gone on a 7-day week schedule. Two of the classes have enrollments of 40 students.

School Law

RELIGIOUS INSTRUCTION IN MINNESOTA SCHOOLS

A school board has no authority to dismiss school earlier than the regular closing period and permit religious instruction in the schoolhouse, Attorney General Burnquist of Minnesota has announced in an opinion.

Mr. Burnquist was asked for legal opinions on three questions, as submitted by H. E. Flynn, state education commissioner, dealing with religious instruction and praying in the public schools.

The attorney general explained, however, that children may be excused from attendance at public schools to enable them to attend a school for religious instruction, provided the instruction is "conducted and maintained in a place other than the public school building."

The first problem submitted by Flynn detailed how pupils in a rural school district gathered in the schoolhouse just before school opened in the morning, and at noon recess, to pray although the teacher did not take part. The education commissioner said some residents of the district objected to the custom, and he asked whether the practice was legal.

Mr. Burnquist said that, in his opinion, school children cannot be compelled to pray in accordance with such a custom, but added that "when they wish to do so, there is no power able to stop them," since the state constitution provides that "the right of every man to worship God according to the dictates of his own conscience shall never be infringed."

The second problem presented by Dr. Flynn was whether a school board may dismiss school at 11 a.m., and permit religious instruction in the schoolhouse during the following hours, even though it was understood that no pupil was obligated to remain. To the second query, Mr. Burnquist definitely said that "such a session may not be held in a public schoolhouse."

In response to the final inquiry as to whether school may be dismissed early in the afternoon for religious instruction, Mr. Burnquist asserted: "There is no authority in the law for dismissal of school for religious instruction. The only authority is to excuse the pupil. Dismissal of the school would involve release of pupils not seeking religious instruction."

SCHOOL LAW

School-District Taxation

One who deals with a school warrant is bound to ascertain at his peril whether it was issued by the county school superintendent under authority of the law, and if it was issued without the written authorization of two members of the board of trustees as required by the Arizona statute, it is void unless the facts bring it within statutory exceptions. Ariz. revised code of 1928, §§ 993, 995, 1013. — *School Dist. No. 9 of Apache County v. First Nat. Bank of Holbrook*, 118 Pacific reporter 2d 78, Ariz.

Teachers

For a school board to bind a school district in the employment of teachers, it is necessary that the members of the school board act as a board, and that to do so it is imperative that all meet together, or at least be notified of such a meeting, and have an opportunity to meet together, to consult over the employment of such teachers. — *Landers v. Board of Education of Town of Hot Springs*, 116 Pacific reporter 2d 690, 45 N. M. 446.

Where a meeting of the board of education consisting of five members, adjourned, and two members departed and thereafter the remaining three members signed a contract employing a certain individual as principal of the high school, and the signatures of the two remaining members were secured two or three days thereafter, the contract was invalid. N. M. comp. st. supp. 1938, §§ 120-804, 120-906. — *Landers v. Board of*

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Education of Town of Hot Springs, 116 Pacific reporter 2d 690, 45 N. M. 446.

A contract of employment entered into by a school board, which is invalid by reason of some defect in the execution thereof, may be ratified by the board, as by recognizing the person acting under such contract as a teacher or superintendent, and paying his salary. — *Williamson v. Board of Education of City of Woodward*, 117 Pacific reporter 2d 120, Okla.

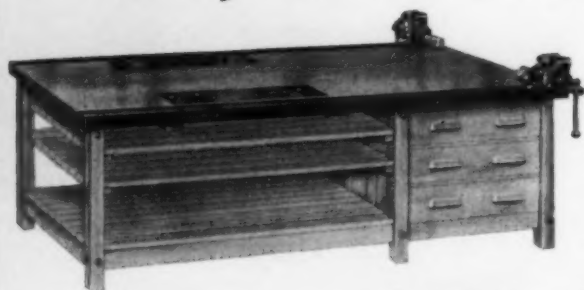
Where a teacher's contract contained an agreement to observe all rules and regulations of the school authorities, rules adopted after as well as before the execution of a contract were included, and to bind a teacher under a rule requiring any school employee who becomes a candidate for any elective office to take a leave of absence without pay, it was not necessary that the rule be made prior to the execution of a teacher's contract. Burns's annotated statutes, §§ 28-2410, 28-4311. — *School City of East Chicago v. Sigler*, 36 Northeastern reporter 2d 760, Ind.

Where a contract employing a certain individual as the principal of the high school for four years was invalid because not authorized at a formal session of the board, and the board allowed the individual to enter on performance of duties as principal, and to perform them for a full school year, paying her the monthly salary stipulated therein, there was a "ratification" of the contract by the board, and the board could not thereafter discharge the individual without cause. N. M. complete statutes of 1929, § 120-804. — *Landers v. Board of Education of Town of Hot Springs*, 116 Pacific reporter 2d 690, 45 N. M. 446.

A permanent teacher in California has no vested right to a particular salary, and her salary may be changed by administrative authority of the school district. Calif. school code, § 5.731. — *Kacsur v. Board of Trustees of South Whittier Elementary School District*, 116 Pacific reporter 2d 593, prior opinion 109 Pacific reporter 2d 731, Calif.

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New Books

Education for Public Administration

By George A. Graham. Cloth, 366 pages. Price, \$3.50. Public Administration Service, Chicago, Ill.

The subject of public administration has received consideration in recent years from the standpoint of preparing persons for the public service as a career. The fact that a certain looseness and irregularity has attended the selection of public servants has led to the establishment of civil service boards and some attempt at formulating certain standards and policies. But very few agencies have concerned themselves in any specific way with the training of candidates for public administrative positions.

The volume in hand concerns itself with the problem of recruiting the ranks of those who enter the public service and seeks to find the answer to the exigencies that are here involved. First of all, it is found that some of the services are highly specialized. In preparing men for these rather uncommon or unique jobs, the solution must be found in adhering to the general fundamentals, or rather to general cultural educational qualifications as the basis of entrance.

The book is divided into two parts. The first deals with the problem, objectives, students, curriculum, methods, faculty, and appraisal. The author devotes much attention to the problem itself and to an illuminating discussion of the curriculum.

The second part of the book concerns itself with the work performed by a number of typical universities and colleges in providing training for those who expect to enter the public service. Here a gratifying state of progress is revealed. The actual work performed is outlined with considerable completeness. The book seems to place strong emphasis upon science in the cultural edu-

cation of public career men and to unfortunately overlook the need for philosophy as a cultural basis of political and social life and of an effective personal philosophy of life.

Landscape Architecture in the Modern World

By Karl B. Lohmann. Cloth, 165 pages. Price, \$2.50. The Garrard Press, Champaign, Ill.

This book is designed to fill the need for a descriptive work, which deals broadly with the field of landscape architecture, and at the same time, takes into account the changes of modern life. Among other chapters in the book, those entitled "Making the Most of Our School Grounds" and "Campus Planning" should be of especial value to school administrators. The approach throughout the work is that of the practical man, who must solve the problems of beautifying buildings and grounds, without too high initial costs and with a maximum of economy in upkeep.

How to Read a Newspaper

By Edgar Dale. Cloth, 192 pages. Price, \$1.40. Scott, Foresman Co., Chicago, Ill.

This vividly written book tells the story of the newspaper of today, its main features, its technical production, and in a limited way its disappointing failures and shortcomings.

A careful study of the book will make the student aware of the influence of the newspaper upon all social and personal life and will help him build up standards of judging newspapers. And finally, it will help him discover his own responsibility for expressing his approval or disapproval of the local newspaper so that it may be improved for the social and cultural welfare of the community.

The present book is well written. It is a pity that the authors could not go one step farther and express in their criticisms of the features of the present-day press a complete life philosophy.

Producing School Movies

By Eleanor D. Child and Hardy R. Finch. Paper, 151 pages. Price, \$1.50. The National Council of Teachers of English, Chicago, Ill.

A manual for students and teachers interested in producing school films. It contains the essential information that those interested in producing school movies will need.

Valuable help will be found on the construction of a complete school movie program including the organization of the activity, choosing the idea for the movie, writing the scenario, buying and using the equipment, filming the picture, advanced techniques, and final preparation and showing of the film. A glossary of technical terms and a bibliography on movie making are included in the appendix.

Gregg Speed Studies

By John Robert Gregg. Cloth, 442 pages. Price, \$1.50. The Gregg Publishing Co., New York, N. Y.

This Gregg book, the third edition, is a revised book, containing 40 per cent more material than the 1929 edition. It contains twice as much shorthand plate material, thus emphasizing the importance of reading in shorthand. The Gregg student will find the book an aid to the understanding of principles and the attainment of a well-rounded writing skill.

Friends and Neighbors

By William S. Gray and May Hill Arbuthnot. Cloth, 239 pages. Price, 84 cents. Scott, Foresman and Co., Chicago, Ill.

This first of two basic readers for second-grade children tells stories concerning the interesting neighbors—human and animal—with whom children come into contact. The vocabulary contains 236 words.

Applied Secretarial Practice

Second Edition. By John Robert Gregg. Cloth, 542 pages. Price, \$1.80. The Gregg Publishing Co., New York, N. Y.

This text gives (1) a practical and up-to-date presentation of the business customs and procedures with which a private secretary should be familiar; (2) a good balance of basic information and a series of assignments to test students' business knowledge and skills.

Special features of the book are the chapters on "preparation for job finding," "the job finding campaign," and the discussion of the employable personality.

Words

By Rupert P. SoRelle and Charles W. Kitt. Cloth, 222 pages. Price, 60 cents. The Gregg Publishing Co., New York, N. Y.

This book, addressed to stenographers, is intended not only to teach the correct use of words, but also to de-

(Concluded on page 68)

For TODAY'S EMERGENCY -and Tomorrow's Needs *...use these new Low-Cost Machines*

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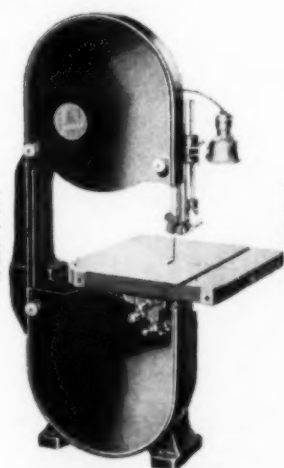


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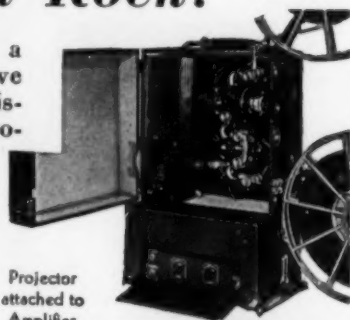
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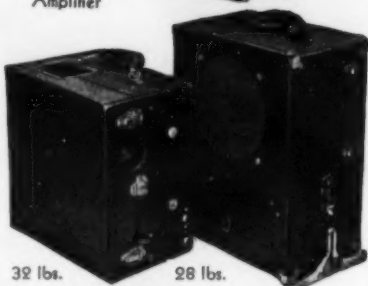
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(Concluded from page 66)

velop in stenographers an inclusive vocabulary. Special lessons are planned for stenographers in various types of business and professional offices.

Teacher Supply and Demand: A Program of Action
Paper, 39 pages. Price, 25 cents. The National Education Association, 1201 Sixteenth St., N.W., Washington, D. C.

This is a practical handbook on the study of supply and demand in the teaching profession. It seeks to stimulate more widespread and more effectively uniform study of supply-demand problems, and to outline a plan which will produce concerted, effective attack upon maladjustments with respect to supply and demand in the teaching profession.

The Committee on Supply, Preparation, and Certification of Teachers has developed a new platform, which sets forth in broad outline a philosophy of teacher education, which it is expected will lead to material improvement in the reciprocal relations among professional schools for teachers and the certification agencies of the several states.

Exemplifying Good Classroom Methods and Procedures

By Marquis E. Gilmore. Cloth, 282 pages. \$3. Christopher Publishing House, Boston, Mass.

Here is a practical handbook for the teacher in the grade school and a textbook for classes in a teachers' college. It clarifies both the teaching and the learning processes and shows the classroom teacher how to organize her plans to derive the full educational value from the common school branches.

Let's Make a Home

By Helen Hale. Cloth, 91 pages. Price, 68 cents. World Book Co., Yonkers-on-Hudson, N. Y.

By concise and rhythmical sentences this book explains how children in the second grade planned, built, and furnished their own playhouse. A photograph of the children actually at work and play with a color sketch describes the reading material on every facing page.

This interesting subject matter deals with activities that take place every day both in school and home. Also these new experiences increase the ability of children to remember details and to read with understanding and independence.

The author has carefully selected a vocabulary that is simple and easy to understand. *Let's Make a Home* is a very worth-while unit, especially for interested and alert teachers who are constantly looking for new ideas and suggestions.

Business and Bookkeeping Procedure

By Charles E. Bowman and Atlee L. Percy. Cloth, 476 pp. American Book Co., New York, N. Y.

This is a practical textbook for teachers who wish to introduce their pupils to the science and art of bookkeeping, record keeping, and general business practice. It will prepare the student to take care of his own personal accounts and to act as secretary to a club of any kind. At the same time it will be a very good foundation for more advanced courses in accounting.

Everyday Speech

By Smith, Krefting, and Lewis. Cloth, 495 pages. Illustrated. American Book Co., New York, N. Y.

The authors' purpose in *Everyday Speech* is to give the students opportunities to analyze their own speech abilities through practice in actual speech situations—conversation at home, in school, in public places, at social gatherings; the academic and technical phases of good speech; speech in business and social life; and oral reading.

To accomplish these purposes the lessons consist largely of planned situations for practice with examples of good and bad manners or successful and unsuccessful attempts at conversation. The conversations or lessons sometimes make reference to a book or work of art which would be unsuitable for the attention of high school students.

PUBLICATIONS — SCHOOL BUSINESS EXECUTIVES

Assistance on School Plant Problems as a Function of State Departments of Education

By Alice Barrows. Paper, 92 pages. Bulletin No. 6, 1940, U. S. Office of Education, Washington, D. C.

This monograph deals with problems of organization of school-building work, functions of state department of education with reference to school-building work, standards for general construction, approval of plans and specifications, and descriptions of school-building work in eight state departments of education.

The Effect of Varying Illumination Intensities Upon Learning

By G. B. McNiel, Principal, Lamar School, El Paso, Tex. Published in December, 1941, issue of El Paso Schools Standard, El Paso, Tex.

A valuable review of the literature pertaining to an important problem.

Standards for Gravity and Pressure Tanks

Paper, 137 pages. Pamphlet No. 22, 1941. The National Board of Fire Underwriters, 85 John St., New York, N. Y.

We Pause

— to extend Cordial Greetings and Sincere Good Wishes to our friends in the educational field who will attend the Convention of the American Association of School Administrators at San Francisco, February 21-26.

We regret that because of the personal demands of Defense Production at our plants we will not be able to share with you the pleasures and benefits of attending the 1942 Convention.

Under the circumstances we will especially appreciate having you remember "Kewaunee" whenever you need Furniture for your Laboratories, Manual Training Shops and Home Economics Rooms.

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Contains the standards for the construction and installation of gravity and pressure tanks, together with general information, and recommendations of the national board.

Food Standards Handbook for Quantity Cookery

By J. O. Dahl and J. H. Brelander. Paper. Price, 50 cents. Published by The Dahls, Stamford, Conn.

Valuable particularly in any school cafeteria where economies must be practiced.

State and Local Financing

By R. L. Johns and Edgar L. Morphet. Paper, 77 pages. Bulletin No. 1, 1941, on Improving Education in the Southern States. Issued by the Southern States Work-Conference on School Administrative Problems, Edgar L. Morphet, secretary, Tallahassee, Fla.

This study, one of a series of cooperative studies undertaken by the Southern States Work-Conference on School Administrative Problems, presents a picture of the present status of public education in the Southern States. It sets up the criteria for the evaluation of financing plans, applies the criteria to the 14 states involved, and suggests recommendations for the improvement of present systems of financing education in those states.

Automotive Lubrication

Paper, 57 pages. Technical Manual No. 10-540. War Department, Washington, D. C.

Theories of lubrication, sources, types, and properties of lubricants, problems of lubrication, and the selection and use of lubricants are discussed in this manual. Lubrication schedules and charts are also included.

How Much Does It Cost to Write Letters?

By Benjamin R. Haynes and Harry T. Miller. Paper, 9 pages. Price, 25 cents. The Gregg Publishing Co., New York, N. Y.

This study deals with the cost units involved in the writing of business letters. It is well worth reading by all those who bear the expense of business correspondence.

Expenditures Per Pupil in City Schools, 1939-40

Paper, 36 pages. Circular No. 200, United States Office of Education, Washington, D. C.

This study presents the facts concerning all American cities of 10,000 population and upward. It indicates that the average current expense per pupil attending day schools was as follows:

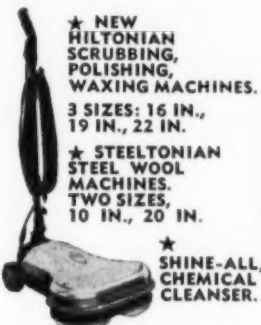
Fifty-three cities of 100,000 population and upward, \$129.50; 43 cities of 30,000 to 100,000 population, \$98.55; 44 cities of 10,000 to 30,000 population, \$75.89; 40 cities of 2500 to 10,000 population, \$76.40.

Except for the group of 10,000 to 30,000 population, all groups represent a slight increase in expenditures.

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THE REVENUE ACT OF 1941 AND HOW IT AFFECTS THE SCHOOLS

(Concluded from page 43)

As stated previously, we should familiarize ourselves with this act, as it is impossible to give you in detail, in this brief article, all of the items that are taxable under each of the general headings listed above. To give you some idea of the number of items that are taxable under one major heading I am listing the items under paragraph VI, Section 3406 of the Revenue Act of 1941.

(6) BUSINESS AND STORE MACHINES—Adding machines, addressing machines, autographic registers, bank proof machines, billing machines, bookkeeping machines, calculating machines, card punching machines, cash registers, change making machines, check writing machines, check signing machines, check canceling machines, check protector machine devices, computing machines, coin counters, dictographs, dictating machine, record shaving machines, dictating machines, duplicating machines, embossing machines, envelope opening machines, erasing machines, folding machines, fanfold machines, fare registers, fare boxes, listing machines, line-a-time and similar machines, mailing machines, multigraph machines, multigraph type-setting machines, multigraph type justifying machines, numbering machines, portable paper fastening machines, pay roll machines, pencil sharpeners, postal permit mailing machines, punch card machines, sorting machines, stencil cutting machines, shorthand writing machines, sealing machines, tabulating machines, ticket counting machines, ticket issuing machines, typewriters, transcribing machines, time recording devices, and combinations of any of the foregoing, 10 per centum.

The following exemption certificate may be used for nearly all of the above-named excise taxes.

Exemption Certificate

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(For use by United States, States, Territories, or political subdivisions thereof, or the District of Columbia.)

(Date) 194
The undersigned hereby certified that he is
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(United States, State, Territory, or political subdivision, or District of Col.) and that he is authorized to execute this certificate and that the article or articles specified in the accompanying order or on the reverse side hereof, are purchased from
(Name of Company)
for the exclusive use of
(Governmental Unit)
of
(United States, State, Territory, or political subdivision, or District of Columbia)
It is understood that the exemption from tax in the case of sales of articles under this exemption certificate to the United States, States, etc., is limited to the sale of articles purchased for their exclusive use, and it is agreed that if articles purchased tax-free under this exemption certificate are used otherwise or are sold to employees or others, such fact must be reported to the manufacturer of the article or articles covered by this certificate. It is also understood that the fraudulent use of this certificate to secure exemption will subject the undersigned and all guilty parties to a fine of not more than \$10,000.00, or to imprisonment for not more than five years, or both, together with costs of prosecution.

Signature

(Title of Officer)

After reading this summary of the Revenue Act of 1941, and in the event you are interested in claiming all the exemptions to which you are entitled, I would suggest (if you have not already done so) that you write your Congressman or the Treasury Department for a copy of the Revenue Act of 1941.

PERSONAL NEWS

● DR. R. E. HIERONYMOUS, well-known educator of Illinois, died at his home in Urbana, on December 18. Dr. Hieronymous was a graduate of Illinois State Normal University, and of Eureka College. He was president of

Eureka College from 1900 to 1909, and then became community adviser for the University of Illinois, where he remained until his retirement in 1932.

● SUPT. JOHN GRANRUD, of Springfield, Mass., has been given a sabbatical leave and has departed on a four months' educational tour of the United States which will take him to the west coast. Dr. Granrud will make a survey of school systems in many large western cities, studying especially their programs of education for democracy and preparedness for civilian defense. He will stop in San Francisco for the convention of the American Association of School Administrators.

● WILLIAM M. FARRIS has been elected superintendent of schools at New London, Conn., to succeed M. V. MacLaughlin.

● SUPT. BENJAMIN A. WINANS, of Livingston, Mont., has announced his retirement, to take effect at the close of the school year in June. Superintendent Winans has been head of the school system since 1911.

● SUPT. J. RALPH IRONS, of Evansville, Ind., has been elected president of the Indiana Schoolmen's Club.

● SUPT. L. W. MAYBERRY, of Wichita, Kans., has announced his resignation, to take effect at the close of his term in August, 1943.

● SUPT. D. D. MILLER, of Watertown, S. Dak., has been re-elected for a new three-year term.

● SUPT. C. L. JORDAN of the township high school at Joliet, Ill., has been called for active duty as captain in the U. S. Marine Corps.

● SUPT. JULIAN P. GREER, of Elkhart, Tex., has been appointed director-general of the Anderson County Inter-scholastic League.

● The school board at Mahanoy City, Pa., has elected DR. E. H. McCUE as president. The new members of the board are JOSEPH D. MURKIN, JOHN A. ROOS, and CHARLES HAY.

● The school board at Schuylkill Haven, Pa., has re-organized with HARRY L. BURKETT as president, and MRS. GEORGE W. BUTZ as vice-president.

● The school board at Pottsville, Pa., has elected DR. H. W. DILLER as president, and EDGAR DOWNEY as vice-president.

● FRANK BULLARD has been re-elected as a member of the school board of Union Township, near Janesville, Rock County, Wis. He has been a member of the board for the past 53 years.

● The school board at Kutztown, Pa., has reorganized with CLEM STICHLER as president, and WILLIAM ROTHERMEL as Vice-president.

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San Francisco
February 21-26

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Chicago, Ill.

HOW SAN FRANCISCO ADMINISTERS ITS SCHOOLS

(Concluded from page 22)

the Board of Public Works for the construction and maintenance of new school buildings. The office of the city and county controller is the central repository for all funds received and disbursed. In this respect the school district is more dependent upon the central facilities of the combined city and county government than are other districts in California. A reminder of this is that all school district funds are drawn upon the signature of the city controller, not any officer of the San Francisco Unified School District.

HOW TO RATE SCHOOL EMPLOYEES?

(Concluded from page 32)

might help in taking an adjustment inventory of school employees, such as engineers, janitors, clerks, and the like. It would be interesting to have an analysis of the essential data in (a) housekeeping, (b) heating and ventilation, (c) general custodianship duties.

THE PUBLIC RELATIONS JOB OF THE SCHOOL DIRECTOR

(Concluded from page 38)

boards of education and place all instruction under the control of a political bureaucracy and a ministry of propaganda.²⁷ Let us remember, too, that "the lovely things men build in the days of strength are but the

reproductions of the lovely thoughts that were whispered in their hearts in the days of tender youth."²⁸ In other words, if we want a better community and a better nation, we must have better schools. That fact must be kept before the people.

²⁸Ibid.

MARY'S HUSBAND

(Concluded from page 42)

good teaching, even if he may be less skilled in the management of large numbers of pupils rolling down the assembly line. He will be more solicitous about Mary's personal characteristics than about the electrical equipment in her future home; and he will be somewhat less concerned about promotion under mass education than he is about the personal relationships between teachers and pupils. Above all, he will have to learn how to conduct the educative program so that loose thinking and the fears that grow out of ignorance may be replaced by sane, informed attitudes, based on courageous intelligence, which can be focused upon a happier, though perhaps less prosperous American life.

NEWS OF OFFICIALS

- MICHAEL J. HANNON, president of the school board at Whiting, Ind., died at his home on December 26.
- The school board at La Crosse, Wis., has reorganized with BEN F. FRANK as president, LEONARD KILIAN and WALTER BIGELOW as members.
- SAMUEL PINK has been elected president of the school board at Farmington, Mich.
- CHARLES E. WINGO has been elected superintendent of the school districts No. 104 and 217, at Argo, Ill.
- ROY N. FARGO has been appointed superintendent of

the Joliet High School at Joliet, Ill., to succeed C. L. Jordan who has entered service with the Marines.

• The school board of Orleans Parish, New Orleans, La., has reorganized with HENRY C. SCHAUMBURG as president, and GEORGE A. TREADWELL as vice-president.

• The board of education of Dayton, Ohio, has reorganized with the re-election of PAUL J. WORTMAN as president, and MISS CORINNE L. BORCHARDT as clerk-treasurer. The new members of the board are DR. A. D. COOK and CARL D. EBERHART.

• The school board at Newport, R. I., has re-elected WILLIAM MACLEOD as president, and JOHN J. CONNOR as vice-president.

• The school board at Bangor, Me., has elected ERNEST F. JONES as president; MRS. GERTRUDE NEWMAN as vice-president; and KARL R. PHILBRICK as secretary.

• SUPT. ARTHUR E. PIERCE, of Bangor, Me., has been re-elected for another year.

• The school board of Boston, Mass., has reorganized with CLEMENT A. NORTON as president. The newly elected members are DR. PATRICK J. FOLEY and MICHAEL J. WARD.

SCHOOL-BUILDING CONSTRUCTION

During the month of December, 1941, Dodge reported contracts let in 37 states east of the Rockies, for 207 educational and science buildings, to cost \$8,831,000.

In 11 states west of the Rockies, not included in Dodge, contracts were let for 21 school buildings, at a cost of \$1,620,764. Preliminary reports of projects not yet under contract, included 29 buildings, to cost an estimated \$4,723,167.

SCHOOL-BOND SALES

During the month of December, 1941, bonds for school-building construction were sold, in the amount of \$3,343,692. The average rate of interest was 1.93 per cent.

During the same month, refunding bonds and tax-anticipation notes were sold, in the amount of \$4,129,020.

DEFENSE PUBLIC WORKS

During the month of December, contracts were let for school buildings in defense (war industries) areas, in the amount of \$4,955,135.

²⁷AMERICAN SCHOOL BOARD JOURNAL.

PRODUCTS CHECKING LIST FOR SOURCE OF SUPPLY, (Continued from page 76)

- | | | | |
|--|--|---|---|
| 206 SOUND EQUIPMENT Holtzer-Cabot Electric Corp. RCA Mfg. Co., Inc. | 220 STOOLS, STEEL Hamilton Mfg. Co. Kewaunee Mfg. Co. | 237 TOWELS, PAPER | 252 VOCATIONAL FURNI- TURE Christiansen Co. Hamilton Mfg. Co. Kewaunee Mfg. Co. Peterson & Co., Leonard Sheldon & Co., E. H. |
| 207 SOAP AND SOAP DIS- PENSERS Beckley-Cardy Co. Colgate-Palmolive-Peet Co. Hillyard Chemical Co. Huntington Laboratories Vestal Chemical Company | 221 STORAGE CABINETS | 238 TREADS | 253 VOCATIONAL SHOP EQUIPMENT Delta Mfg. Co. Yates-American Machine Co. |
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| 209 SPRINKLER SYSTEMS | 223 SWIMMING POOL SANI- TATION TABLES Arlington Seating Co. American Seating Company Hamilton Mfg. Co. Irwin Seating Co. Kewaunee Mfg. Co. Mitchell Mfg. Co. National School Equip. Co. Norcor Mfg. Co. Peabody Seating Co., The Peterson & Co., Leonard Remington-Rand, Inc. Sheldon & Co., E. H. | 240 TYPEWRITERS Burroughs Adding Mach. Co. International Business Mach. Corp. Remington Rand, Inc. Underwood-Elliott Fisher Co. | 254 WARDROBES, PORTABLE |
| 210 SPRINKLER SYSTEMS, LAWN | 224 TABLES | 241 UNIT HEATERS (See heating and ventilating systems) | 254-1 WARDROBES, WOOD Evans Co., W. L. |
| 211 SQUEEGEES Tennant Co., G. H. | 225 TABLETS BRONZE | 242 UNIT VENTILATORS (See heating and ventilating systems) | 255 WARDROBES, STEEL Lyon Metal Products, Inc. Medart Mfg. Co., Fred |
| 211-1 STAGE EQUIPMENT, ETC. Mork Green Studios Universal Scenic Studios Vallen, Inc. | 226 TEACHERS AGENCIES Schermerhorn Teacher Agency | 243 VACUUM CLEANING SYSTEMS Spencer Turbine Company | 256 WASHFOUNTAINS |
| 212 STAINLESS STEEL CABINETS | 227 TELEPHONE SYSTEMS Holtzer-Cabot Electric Co. International Business Mach. Corp. Standard Electric Time Co., The | 244 VACUUM HEATING SYS- TEMS Crane Co. | 257 WASHROOM EQUIPMENT Chicago Hardware Foundry Co., The Crane Co. Powers Regulator Co. Rundle Spence Mfg. Co. Sloan Valve Mfg. Co. |
| 213 STAIR TREADS, SAFETY National Terrazzo & Mosaic Assn. | 228 TEMPERATURE REGULA- TION Johnson Service Company Minneapolis Honeywell Regulator Co. Powers Regulator Co. | 245 VALVES — FITTINGS Crane Company Dunham & Co., C. A. Sloan Valve Co. | 258 WASTE PAPER BASKETS Solar Sturges Mfg. Co. |
| 214 STATISTICAL MACHINES Burroughs Adding Mach. Co. | 229 TERRAZZO National Terrazzo and Mosaic Assn. | 245-1 VALVES, FLUSH Sloan Valve Co. | 259 WASTE RECEPTACLES Solar Sturges Mfg. Co. |
| 214-1 STEEL CABINETS Lyon Metal Products, Inc. Medart Mfg. Co., Fred | 230 TILE ACOUSTICAL (See acoustical material) | 246 VALVES, SAFETY WATER MIXING Powers Regulator Co. | 260 WATERPROOFING |
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SCHOOL BUYERS INFORMATIONAL SERVICE

On products advertised in the AMERICAN SCHOOL BOARD JOURNAL, your request directly to these advertisers will bring immediate response. If you are interested in a number of products, your request for information, catalogs, prices, or salesman's call, can be sent to our Subscribers' Service Bureau, which acts as a clearing

AMERICAN SCHOOL BOARD JOURNAL Subscribers' Service Bureau

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house for school buyers and manufacturers. In this way your single request to our Subscribers' Bureau will secure response from a number of responsible manufacturers. Use your own letterhead or clip and mail the form attached.

HOW TO USE. For convenience, the product listings are alphabetically arranged and keyed by numbers. Simply insert the "Key Number" of the product or products you are interested in, sign, detach and mail.

PRODUCTS NOT LISTED

On material, equipment, or supplies not included, list these products by name under "Special Information" on the form attached, or in your letter.

School Buyers' News

ADOPTS WARTIME BUYING POLICY

The board of education of New York City has announced that its policy of cutting red tape in the purchase of textbooks has been extended to include maps, globes, charts, and motion-picture films.

The plan eliminates independent contract awards on numerous small items used in the schools. Hereafter, bidders must indicate their prices in advance, giving the guarantee that the price to be levied upon the board at the time of purchase is no higher than that set for other governmental or private buyers.

The new system will eliminate the present method of compiling and distributing bid books on the basis of which contracts have been awarded on all supply items. It will obviate the present waste of time, effort, and money, both for the board and the publisher.

NEW DEFENSE FILMS ISSUED

The Division of Information, of the Office for Emergency Management, Washington, D. C., has announced a series of 16mm. sound films on defense for the use of schools and educational institutions.

The films include: (1) building a bomber, (2) aluminum, (3) defense review No. 1, (4) defense review No. 2, (5) homes for defense, (6) army in overalls, and (7) power for defense. These films may be purchased in 16mm. sound editions and are available at prices ranging from \$4.33 up to \$13.98. Accessories may be obtained at a cost of from 20 to 50 cents.

Additional depositories of the films are located at the Y.M.C.A. Motion Picture Bureaus in New York, Chicago, and San Francisco.

BUYERS' NEWS

Issue Brown Resistance Thermometers

The Brown Instrument Co., Philadelphia, Pa., has issued its new Catalog No. 9004, entitled "Brown Resistance Thermometers."

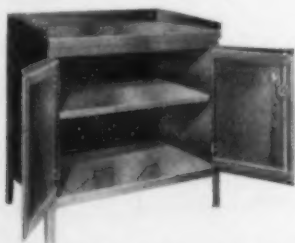
These thermometers, which are ideal for measuring and controlling relatively low temperatures, have an extremely high degree of accuracy. They are employed in low temperatures where good products must depend upon maintaining the temperature within close limits.

The catalog is a comprehensive presentation of the nature, design, performance, and application of resistance thermometers in industrial processes and in scientific work. The booklet contains actual photographic reproductions of the various types of thermometers, together with detailed descriptions and specifications to aid in the selection of the right item for job requirements.

A copy of the catalog may be obtained by writing to the Brown Instrument Co., Wayne and Roberts Aves., Philadelphia, Pa.

New Lyon Machine Tool Cabinet

Lyon Metal Products, Inc., Aurora, Ill., has announced a new handy workbench-cabinet for machinists, which offers special features of security and all-round usefulness.



Lyon Machine Tool Cabinet.

The new cabinet has 12 sq. ft. of enclosed storage area, with full-swinging, triple-latch doors, equipped with padlock hasp or built-in flat key lock. The heavy-gauge working surface is ideal for small vises and grinders, and the center shelf

is adjustable. The entire cabinet is finished in durable Lyon green baked enamel.

Complete information is available upon request.

New Armstrong Booklets

The Armstrong Cork Co., Lancaster, Pa., has issued two booklets entitled, "Armstrong's Floorings and Wall Coverings" and "How to Modernize Your Floors."

These booklets demonstrate, by photograph and description, how linoleum is ideally suited for schoolroom floors. Its resilience makes it a logical choice for schoolroom floors, and its beauty, quiet, and comfort insure a durable, utilitarian floor.

New Filmsound Library

Bell & Howell Co., 1801 Larchmont Ave., Chicago, Ill., have recently announced the establishment of a filmsound library. The initial listing includes 78 general subjects, consisting of features, cartoons, sport shorts, travel subjects, musicals, and novelties. The rental charges are 75 cents per reel, on monochrome, or \$1.50 per reel on color subjects.

Offer Alphacolor Dry Tempera

The Weber Costello Co., Chicago Heights, Ill., has announced a new Alphacolor Dry Tempera, which sets new standards of brilliance, working qualities, and packaging.

The Alphacolor Dry Tempera insures sparkling clean colors, greatly superior to other dry tempera colors and superior to most liquid colors. Each one of the 24 colors mixes smoothly, with little effort, and can be blended with ease. The colors will mix with water, oil, or varnish and are capable of producing striking and varied color effects. For schools the new Alphacolor tempera has the added advantages of being odorless, non-toxic, and nonfading. Each pint container includes a handy mixing pan which fits snugly on the bottom of the container.

Readers of the JOURNAL may obtain full information from the manufacturers' home office at Chicago Heights, Ill.

New Line of Wooden Filing Cabinets

The Remington Rand, Inc., Buffalo, N. Y., has produced a new line of wooden filing cabinets in letter and legal sizes, finished to line up with the steel cabinets formerly offered. Plastic hardware replaces the metal parts used in the regular line. An estimated 6900 tons of steel for victory will be conserved this year.

New Walrus Folding Chair

The Walrus Manufacturing Co., Decatur, Ill., has announced a new steel folding chair that meets a much needed want.



Walrus New Chair with Book Shelf.

Manufacturers of laboratory and vocational furniture, the firm has recognized for some time the need for a device on folding chairs to enable students and others to place books, hats, and parcels out of the way while in cafeteria or assembly hall.

The purpose of the Walrus invention is to provide for folding chairs, a shelf or rack that is flat and rigid, while the chair is open, and that folds with the chair when it is closed.

The rack attachment is simply devised and works automatically. A simple, practical shelf is provided when the chair is opened, and the shelf folds up when the chair is closed.

Higgins Ink

An attractive catalog covering the entire line of Higgins Ink Co., Inc., reaches us. Now in the sixty-first year of service, there will be no black-outs with Higgins inks during the coming school year. While Higgins is synonymous with drawing inks in "Color as you like it," many other meritorious products are offered, all with a background of service behind them.

New RCA Booklet on Speech

The RCA Manufacturing Co., Inc., of Camden, N. J., has announced "Speech and Drama on Victor Records," the fifth in a series of booklets designed to further the use of Victor records as teaching aids in the public schools.

The records are by several famed artists and cover a wide range of subjects. An added feature is a listing of children's records which have many uses in kindergarten and elementary schools. Teachers will find many records of value as perfect models for study and imitation.

After The Meeting

What Schools Must Teach

"The coming year is a crucial one and whether democracy fails or succeeds can be partly determined by the school and its program. Each teacher and each school may play a large part in creating and fostering ideals of respect for law, love of country and the recognition of the right of free speech, religious liberty, free press and the right of free assembly." — C. E. Dudley, superintendent of schools, Henderson, Ky.

Recognizing the Schoolmaster

"Why don't they give the average man school teacher a break? They could help to erase the public impression that the present-day schoolmaster still is an antiquated pickle-puss, a fearsome embodiment of ruler-stick sternness, asbestos emotions, and dogmatic pedagogy." — Walter E. Kidd, Portland, Oreg.

Homework

"How is it that you were late this morning?" the principal asked the janitor.
"I overslept," answered the janitor.
"Well, well," commented the principal. "So you sleep at home too!"

Not Ill

The principal of a boarding school received a letter from a student's father, saying: Haven't heard from my son for some time. Hope he is not sick, but if he is I hope he's improving."

The principal replied: "Son is not sick and not improving."

She Recorded the Facts

A teacher who spent her spring vacation taking the school census, tells that she received some queer answers to questions. Upon asking the age of a woman she received the reply: "You bin next door at the Hills?"

"Yes," said the census taker.

"Well, I'm just as old as the Hills girls."

Without a smile the census taker wrote: "As old as the hills."

Cheering

Maybe this will be of some small comfort to you: A geologist learns that the earth is cooling off at the rate of one degree centigrade in 8,000,000 years. — Washington Post.

SANITARY REQUIREMENTS FOR SCHOOL LUNCHES

The Joint Committee on Health Problems in Education of the National Education Association and the American Medical Association have suggested new regulations governing sanitation for school lunches. The following recommendations governing lunchroom personnel and equipment have been approved:

1. All persons employed in school lunchrooms must be scrupulously clean in person and attire. They should be required to submit to a health examination or any procedure which the health or school authorities may require.

2. The lunchrooms and kitchens must be clean and as well equipped as possible under the circumstances in each particular school. The necessary equipment should include a stove for cooking and for heating water for dishes, a supply of dishes and utensils for food, a supply of kitchen linen or paper substitute, an icebox or refrigerator.

3. All milk should be pasteurized. If unpasteurized, it should be boiled on the premises. If powdered milk is used, it must be mixed with safe water within an hour or two of the time of use.

4. Home-canned fruits are safe, but home-canned meats and vegetables may be used only after being boiled from three to four minutes after removal from the can.

5. Leftovers must never be carried over to the next day. All food prepared must be eaten the same day, sent home with the children, or put in the garbage the same day.

6. Day-old food products must not be used if there is any ingredient capable of spoilage or fermentation. This precaution is necessary where products containing cream fillings, meringues, or nonacid dressings are used.

7. The housekeeping of the lunchroom and the kitchen must be above criticism. Attention should be given to the exclusion of flies, rats, mice, roaches, and other vermin. Containers should be provided to eradicate these nuisances.

8. The personnel and equipment must be under the daily supervision of some responsible person trained for such work. This person must decide whether a lunchroom worker is or is not fit to work on any given day. He should be required to decide whether the individual is clean in person and clothing, and whether he or she is suffering from a communicable disease. No worker should be permitted to return after an illness unless a certificate of health is presented.

The committee urges the close cooperation of lunchroom directors, principals, and school physicians, or health officers to keep the school eating places clean and sanitary. Individual employees must see that sanitary precautions are taken and thus prevent the spread of disease through foods.

COMING CONVENTIONS

February 5. Pennsylvania Association of School Secretaries, at Harrisburg. John J. Schiedel, Upper Darby, secretary.

February 5. Michigan Public School Business Officials' Association, at Dearborn.

February 6. Pennsylvania State School Directors' Association, at Harrisburg. P. O. Van Ness, Harrisburg, secretary.

February 10-12. Nebraska State School-Board Association, at Kearney. Dr. W. F. Hemphill, Blair, secretary.

February 12-13. Minnesota State School-Board Association, at Minneapolis. John E. Palmer, Fergus Falls, secretary.

February 12-14. Oklahoma Teachers' Association, at Oklahoma City. C. M. Howell, Oklahoma City, secretary.

February 13-14. Southern Wisconsin Teachers' Association, at Madison. R. L. Liebenberg, Madison, secretary.

February 17-20. Council of Guidance and Personnel Association, at San Francisco. R. F. Moore, New York City, secretary.

February 21. National Advisory Council on School-Building Problems, at San Francisco. Calif. Alice Barrows, Washington, secretary.

February 21-22. National Association of School Secretaries, at San Francisco. Calif. Miss Helene F. Maulick, Atlantic City, secretary.

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February 21-25. National Association of Secondary-School Principals, at San Francisco, Calif. P. E. Elicker, Washington, D. C., secretary.

February 21-25. American Association of School Administrators, at San Francisco, Calif. S. D. Shankland, Washington, D. C., secretary.

February 22. Washington State School Directors' Association, at Spokane. Ruth Livingston, Paso, Wash., secretary.

February 23. American Educational Research Association, at San Francisco, Calif. Helen M. Walker, New York City, secretary.

February 26-28. American Association of Junior Colleges, at Los Angeles, Calif. Dr. W. C. Eells, Washington, D. C., secretary.

NEWS OF SCHOOL OFFICIALS

• The school board at Chelsea, Mass., has reorganized with DR. JACK L. ROSENFELD as president, and EDWARD A. MCCARTHY as vice-president.

• The school board at Lowell, Mass., has elected THOMAS F. MARKHAM as vice-president.

• JOHN F. PARKER has been elected president of the school board at Taunton, Mass. JOSEPH H. POWERS was named secretary.

• DR. JAMES J. CASSIDY has been elected vice-chairman of the school board at Cambridge, Mass.

• DR. JAMES H. NAYLOR has been elected president of the board of education at Hartford, Conn. Dr. Naylor

was elected to the board in 1935. For eight years he was a member of the old high school committee, and served as a member of the high school plan and building commission.

• The school board at Beverly, Mass., has reorganized with RUSSELL P. BROWN as president, and RICHARD Y. GRANT as secretary.

• WILLIAM J. GURNEY has been elected president of the school board at Medford, Mass. Mrs. IDA J. BUSSELL was named secretary.

• THOMAS J. KELLEHER has been elected president of the school board at Malden, Mass.

• NEIL J. MORIARTY has been re-elected president of the school board at Holyoke, Mass. He succeeds Walter J. Griffin.

• The school board at North Adams, Mass., has reorganized with JOHN D. WASHBURN as president, and Mrs. GEORGE L. CURRAN as secretary.

• G. ALVIN WILSON has been appointed business manager of the Oak Park and River Forest township high school at Oak Park, Ill.

• The board of education at Covington, Ky., has elected DR. C. N. HEISEL as vice-chairman. GEORGE F. ROTH, JR., was elected as a member, to succeed Charles B. Meyers.

• The board of education at Atlanta, Ga., recently adopted resolutions on the death of DR. ELMER REMER ENLOW, director of statistics and special services. The resolution recalled Dr. Enlow's outstanding services to the schools and the community.





This seal displayed in the Booth of an Exhibitor indicates membership in THE ASSOCIATED EXHIBITORS

**THE 1942 PROGRAM
WAR MEMORIAL OPERA HOUSE
SAN FRANCISCO**

Tuesday Evening, February 24, 1942

The annual presentation of the American Educational Award by The Associated Exhibitors of the National Education Association, is the highlight of the convention. This year the award goes to Dr. Robert Andrews Millikan, Distinguished Physicist, Author, and Nobel prize winner. The entertainment will be such as only San Francisco can provide, with representatives of the cinema and radio aiding in a gala fiesta.

The date is February 24, 1942

The place—War Memorial Opera House

The time—Promptly at 8:30 P.M.

AT THE EXHIBIT...

AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS—NATIONAL EDUCATION ASSOCIATION

**Civic Auditorium, SAN FRANCISCO,
February 21 to 26, 1942**

The educational displays will mirror available equipment, furniture, supplies, books and apparatus, all the necessary and essential tools for the maintenance of the American School Plant at the highest degree of efficiency. No better opportunity can be found to inform oneself as to what today's market has to offer.

The Associated Exhibitors, have established a program of ethical dealing and business standards safeguarding the School Executive in his necessary contacts with the purveyor of school merchandise. The Association members are pledged to maintain their code and to maintain their professional ideals.

The aim and objective of the Associated Exhibitors is to present a comprehensive and educational display of the products of the manufacturers, publishers, and distributors of school equipment and supplies.

The Associated Exhibitors have endeavored to make this annual display an integral part of the School Administrators meeting, a market place, we hope a shopping center, where equipment and supplies and all materials of education will be found. Contact with your regular sources of supply is important at the moment. No doubt you will find him here and despite increasing difficulties of operation, ready to serve you.

Each year brings new tools for your instructors, they can be found in the various exhibits. This is the opportunity provided for their evaluation.

THE ASSOCIATED EXHIBITORS NATIONAL EDUCATION ASSOCIATION